

**UNIFIED**  
**STRATEGIC FIVE-YEAR STATE WORKFORCE INVESTMENT PLAN**

**FOR**

**TITLE I**  
**OF THE WORKFORCE INVESTMENT ACT OF 1998**  
**(WORKFORCE INVESTMENT SYSTEMS)**

**AND**

**THE WAGNER-PEYSER ACT**

**State of**  
**TENNESSEE**

**for the period of**

**July 1, 1999**  
**to**  
**June 30, 2004**

**PLAN MODIFICATION #1**  
**Revised**

**Revised July 1, 2001**

## **Tennessee Unified Plan**

This document is being submitted as a part of Tennessee's unified plan authorized by the Workforce Investment Act of 1998 (WIA). Currently our unified planning efforts address the following programs:

- Adult Education and Family Literacy - 5-year plan (July 1, 1999--June 30, 2004)
- Workforce Investment Act and Wagner-Peyser Act - 5-year plan through June 30, 2004
- Carl D. Perkins Vocational and Technology Education - July 1, 1999--June 30, 2000, in the Transition Plan, new plan Commences July 1, 2000
- Vocational Rehabilitation - 5-year plan (October 1, 1999--September 30, 2004)

### **Plan Unification Methodology**

In the absence of Federal guidance, Tennessee developed its own procedures for accomplishing this task. The Governor's Office of Workforce Development and later the Department of Labor and Workforce Development spearheaded this effort, supported by a Workforce Development Implementation Committee consisting of staff appointed by their agency heads from various departments of state government, two commissions, the Board of Regents, and representative of two of the current Service Delivery Areas (SDAs). These entities are responsible for the operation of the following programs; Secondary and Post Secondary Carl D. Perkins Vocational and Technology Education, Job Training Partnership Act, Workforce Investment Act, Adult Education and Family Literacy, Wagner-Peyser, Unemployment Insurance, Trade Act, TANF, Welfare to Work, Food Stamps, Vocational Rehabilitation, Veterans Programs under Chapter 41 Title 38 USC, Title V Older Americans Act, and Community Service Block Grants.

This committee met weekly since December 1998 to collaborate and formulate recommendations for the direction of Workforce Development in Tennessee. This committee was a part of Tennessee's legislative initiative to consolidate departments and services, implementation of the Workforce Investment Act and unified planning efforts of all workforce related programs. This committee will continue to review and comment on Tennessee's workforce development efforts throughout the implementation of this unified plan.

All program components addressed in our unified plan were reviewed and approved by the Tennessee Workforce Development Board.

Each unified component program plan was sent to the appropriate secretary for approval; however, if copies of other components are desired, they may be obtained by request from:

Tennessee Department of Labor & Workforce Development  
Andrew Johnson Tower, 8<sup>th</sup> Floor  
710 James Robertson Parkway  
Nashville, TN 37243

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### ATTACHMENTS:

- Formula Allocations
- Synopsis of Public Comments
- Listing of LWIA Counties
- State Map of LWIAs
- Table of State Performance Indicators and Goals
- Cooperative Agreement with Vocational Rehabilitation Agency
- Letter of Concurrence from WIA Section 169 Grantee

## EXECUTIVE SUMMARY

## Executive Summary

In April 1999 Tennessee submitted a transitional plan for the implementation of the Workforce Investment Act. That plan addressed a significant portion of the planning guidelines provided by USDOL. However, Section IV, Strategies for Improvement, was addressed minimally as that portion is the foundation of the five-year plan and therefore required the greatest amount of analysis and strategic thought. This modification encompasses all of those areas previously submitted and approved as well as those areas not previously addressed.

Tennessee will grandfather its Workforce Development Board established under Title 7 of the Job Training Partnership Act in lieu of establishing a new board under the requirements of the Workforce Investment Act of 1998 (WIA). This board has made great strides in dealing with workforce development issues and in understanding the many details of implementing the WIA. We anticipate that local plans with negotiated performance standards will be completed no later than May 31, 2000.

The workforce development system in Tennessee is in the process of dramatic change. Tennessee's Workforce Development Board recommended and the Governor has agreed to a significant change in the organization of state government. These changes were necessitated by both the needs to address workforce development issues and the implementation of the WIA. A bill to reorganize certain segments of state government was introduced in the state legislature on February 22, 1999, and enjoyed bipartisan sponsorship and support. This legislation mandated the moving of six of the twelve programs delineated in WIA as partners in a one-stop system under the auspices of one department. This legislation was passed during the month of May 1999. The new agency is known as the Department of Labor and Workforce Development and represents the first step in the creation of a responsible, competitive, and integrated system that is customer focused and performance based.

To address the WIA requirement for improved performance and accountability, Tennessee is developing a Case Management Activity and Tracking System (CMATS). This system will allow the users to view and report on multiple program activities and statuses for each participant and all unit cost associated to those activities. A detailed RFP was developed and a vendor has been selected. CMATS is scheduled to be implemented in phases commencing on July 1, 2000.

The creation of this new agency and the implementation of the WIA will facilitate and foster a more competitive economic environment and a higher quality of life in Tennessee.

## I.

### PLAN DEVELOPMENT PROCESS

## Strategy for Completion

- A. The State Workforce Development Board was involved in reviewing, commenting and ultimately recommending approval of the State Plan to the Governor. Representatives of seven (7) different state agencies (Departments of Labor & Workforce Development, Human Services (includes the Division of Vocational Rehabilitation), Education, Economic and Community Development, the Tennessee Board of Regents, Tennessee Higher Education Commission, and the Tennessee Commission on Aging and two (2) Service Delivery Areas have met on a weekly basis since October, 1998, to discuss areas of collaboration, WIA implementation, and provide input to the WIA Strategic Plan. In May 1999, the Governor hosted a meeting to discuss the implementation of the WIA. The county executives of all ninety-five (95) Tennessee counties were invited to attend. The importance that the Governor attaches to the WIA is evidenced in that this was the first time during his administration that he had requested all county executives to convene to discuss this or any topic. In July 1999, the Governor and the Workforce Development Board held a statewide conference to discuss and provide opportunity for input to the State Plan and LWIA designation. At this Workforce Development Summit there were over one thousand attendees that included county executives, Private Industry Council (PIC) members, business leaders, representatives of Service Delivery Areas (SDA), Community Based Organizations, representatives of educational institutions and organizations, and many others. The thirty-day public review and comment period was facilitated by placing the plan on the Internet and informing the general public by public service announcements and purchased notices of its availability and their right to comment. Other individuals and/or agencies with interest in the WIA were notified by letter. In every instance the public and others were informed that if they did not have access to the Internet they could contact TDOL&WD for a printed copy of the plan.
- B. Comments were reviewed by the State Workforce Development Board. Comments that pertained to grammatical corrections, misquotes, etc., were corrected immediately without dissent. The remaining comments were each presented individually to the State Board for discussion and disposition. Some were adopted, some were disapproved, and for some it was determined that an explanation of the process or section being commented on was the proper procedure.

## II.

### STATE VISION AND GOALS



## II. A.

The mission statement of the Tennessee Workforce Development Board is as follows:

“Because Tennessee is part of the global economy, a Workforce Development System must be created that fully utilizes the experience and innovative resources of the public sector in an efficient, responsible, integrated system that provides services to the citizens and employers of Tennessee, which fosters a competitive economic environment and a high quality of life.”

The Board’s vision is to deliver a workforce development system that generates opportunities, illustrates to the private sector there is value added through partnerships and promotes Tennessee as a place where people choose to live and work.

To achieve this vision the Board has established eight guiding principles for the envisioned workforce development system:

1. Economic Opportunity = Workforce Development
2. Private Sector Driven
3. Responsible, Competitive, Integrated System
4. Customer Focused Performance Based System
5. Local Decision Making
6. Participation from all stakeholders
7. Full incorporation of the Workforce Investment Act
8. Utilization of Tennessee’s Career Centers.

The specific strategy the State will implement to serve youth will be the establishment of youth councils in each local workforce investment area and at the State level. A State youth council consisting of representatives of Job Corps, School-to-Work, Vocational Education, Department of Children’s Services, Department of Housing and Urban Development, and others with a special interest in youth services will serve in an advisory capacity to the State Workforce Development Board to suggest changes or improvement in delivering services to the youth. The broad strategic goals for the unemployed, underemployed or undereducated young people are as follows:

- For better coordination and non-duplication, the Departments of Education, Children’s Services, and Human Services will have the opportunity to review local plans prior to approval by the Workforce Development Board.
- Closer linkage and non-duplicative efforts between the local education agencies and the local Workforce Investment Boards, including a signed memorandum of understanding.
- Attainment of basic education skills including reading, math, writing, analytical, computer and communication skills towards the achievement of the

credits required for a high school diploma as the first priority for in-school youth to prepare them for post secondary education.

- Attainment of basic education skills including reading, math, writing, analytical, computer and communication skills towards the achievement of credits required for high school diploma or equivalency for out-of-school youth to prepare them for post-secondary education;
- Opportunity to perform meaningful work in a well supervised context that enables young people to learn occupational skills and good work habits;
- Development of a positive peer group with a set of positive values and a philosophy of life that can compete with the negative values young people are exposed to;
- Linkage with the private sector and trade unions providing employment opportunities and follow-up for young people and the employer for an extended period of time after job placement, with emphasis on counseling and job placement support;
- Develop in cooperation with the school systems and other groups a mechanism to strengthen relationships with caring adults, teachers, counselors, mentors to assist each young person in the program to achieve his/her goals;
- Ensure that 30 percent of funds allocated to each local workforce investment area is used for out-of-school youth who are unemployed, underemployed, who need basic skills or are in need of completing their high school diploma/equivalent;
- Develop strong linkage with Tech-Prep, School-to-Work, Making It Happen, High Schools That Work, Job Corps and Jobs for Tennessee Graduates programs and Manufacturing Means Jobs that give youth leadership development and opportunities; and
- Collaborate with other private and public support groups to secure resources in assisting youth with support services such as transportation, mental health, housing, child care, etc.

## II. B.

Within the Board's mission statement, vision statement, and guiding principles can be found the essence of Tennessee's goals for workforce development over the next five years. Included in Tennessee's goals will be the effective utilization of the resources of the various public sector programs that impact workforce development. Among these programs are those delineated as part of a one-stop system in Section 121 (b)(1)(B) and the majority of those in Section 121 (b)(2)(B). To attain this goal, the first objective was to legislatively create a new agency that includes those programs we consider crucial to the concept of workforce development. This agency consists of all programs that were housed in the Tennessee Department of Labor and the Tennessee Department of Employment Security as well as programs drawn from other agencies such as Adult Basic Education, Food Stamp Employment & Training, and School to Work. All other identified workforce development programs will collaborate with this new agency in the delivery of services. Included in those collaborators are Vocational Technical Education,

Commission on Aging, Vocational Rehabilitation, Tennessee Jobs Skills Program, various welfare reform efforts, and others. To fully integrate services until the new agency was formed, the Tennessee Department of Employment Security (TDES) participated as a full partner in the Tennessee Career Center (TCC) one-stop system. TDOL&WD is collocated with required and optional partners where economically feasible. Local offices serve as satellite sites by being electronically linked. Wagner-Peyser merit staff is assigned to each TCC to provide labor exchange services through the one-stop system. Working in concert with partner agencies located in the TCC, labor exchange services are delivered in a seamless manner to both job seekers and employers. Tennessee plans to create a seamless system for service delivery that allows participants who need training to attain skill upgrades within short time frames, with reasonable training costs. Training programs will be developed or procured to address the skill deficiencies of participants and to meet the needs of local employers.

At a minimum, unemployment insurance (UI) information will be made available through the TCC, however, nearly all TCCs will accept UI claims. To further automate UI services, the initial claims taking will transition into remote claims filing methods such as telephone and the Internet system.

Efficiently providing services to Tennessee's citizens and employers is a goal that will be met through the creation of a responsible, competitive, and integrated system that is customer focused and performance based. For example, customers that are in need of training will be provided with current labor market information that will enable them to make intelligent decisions concerning their choices of careers and training providers accessed through Individual Training Accounts (ITA). The Individual Training Account program is designed to give the customer decision making authority on attending training at any program on the state's eligible training provider list. The state plans to make this a priority when working with our participants in the selection of providers. It is necessary for the state to conduct an assessment of the participant's abilities to be successful in various training programs. Through counseling sessions, we hope to provide the participant with adequate information to make good choices in regard to training providers and programs. The state plans to make the consideration of programs being deemed a "demand occupation" a part of the certification process for Eligible Training Providers. If a program that has been certified is determined to lose its rating as a "demand occupation"; the state will consider not re-certifying the program. The state will handle, on a case by case basis, any request from a participant to attend a program that is not a demand occupation, but is on the eligible training provider list. If the participant has already invested their own time and resources on this program, they may be allowed as a "self-initiated" enrollee to receive a voucher. These participants will be provided counseling and labor market information regarding the program of training that they have selected. Within the five years covered by this plan, most initial claims for Unemployment Insurance will be handled telephonically. Instructions will be given to those claimants required to register for work, to report to the nearest Career Center for registration and other services. Wagner-Peyser activities will foster the concept of universal access to the services and programs offered to Tennesseans through the one-stop system. Other core services as well as intensive and training services will be

provided through WIA or other applicable one-stop partners or programs. Pursuant to Section 37.42 of 29 CFR Part 37, the State of Tennessee will issue a policy, which will specifically require grant recipients to implement outreach services. These services will target various populations such as individuals with disabilities, members of various racial and ethnic groups, diversity among age groups, and members of both sexes. The methods utilized to target these groups will involve the use of various media, meeting with community groups, and information distributed through schools. Each local plan, where necessary, will be required to make modifications in order to be in compliance with State policy. A detailed narrative will be included under the Universal Access Section of our Methods of Administration, which may be submitted up to 180 days after approval of the State Plan.

Attainment of the aforementioned goals will facilitate the fostering of a competitive economic environment and a high quality of life. Tennessee believes that to attain the high quality of life we must generate the opportunity for our citizens to advance not only their job skills but also the opportunity to use those skills. The tenet that workforce development is economic opportunity is the basis for Tennessee's aggressive recruitment of industry and to the training of the workers needed for new industries as well as existing industries. Tennessee has enacted the Tennessee Job Skills Fund that is used to train workers for new or expanding Tennessee industries. To assure there is non-duplication of services, this program, which is administered by the Tennessee Department of Economic and Community Development (ECD), will collaborate with the workforce development system. The Tennessee Workforce Development Act that created the Tennessee Department of Labor and Workforce Development also placed on the new agency the responsibility of functional oversight and coordination of all workforce programs in the state. In furtherance to the attainment of this goal we must generate the opportunity for the youth of Tennessee to receive a high school diploma and obtain basic skills necessary to effectively compete in tomorrow's economy. To achieve this, we will make the best possible use of the youth block grant of WIA Title I to meet the anticipated skill needs of employers and applicants alike. The youth councils of the Local Workforce Investment Board will be an integral part of the decision making process concerning what those needs are. Key to the reaching of all of these goals will be the commitment and cooperation of the private sector.

Tennessee's workforce investment system vision for youth is first realized through the establishment of youth councils in each local workforce investment area. The primary focus of the youth council will be to address the need of the youth in their community and integrate the state vision in their local plan. Secondly, the establishment of career centers in local areas provides the youth council with information on resources that will address the needs of youth. Career centers will have staff, who will cater to the needs of young people and who will serve as a liaison between the youth council and the career center. To expand and enhance resources for the youth, TDOL&WD invited several representatives of state and local agencies, who have interest in the youth to develop this plan. Partners involved in the planning process worked closely to ensure an integrated and coordinated approach with the goal to reduce duplication and a fragmented delivery of services.

Currently there are several programs in place to address the needs of the youth. Youth 14-18 are provided with training and educational services including summer activities through area employers and school systems. Youth 19-21 will have access to the services in the career center. Local service providers will expand their programs by linkages with Job Corps, Vocational-Technical Education, probation officers, juvenile justice, Vocational Rehabilitation, School-to-Work professionals, Housing and Urban Development and other agencies to provide young people with the opportunity to transition back to their community in a productive way. The extension of these programs in the career centers will provide linkage for more opportunities for the education and job skills for young applicants in every part of the state. Career centers will provide up-to-date labor-market information to area schools and training providers to enable them to design programs that individualize the needs of the youth and area employers. Follow-up services of each individual youth participant will be used to assess the effectiveness of program outcome and design. One funding stream for the summer youth and the year-round youth program will provide local areas with greater discretion to determine how to allocate resources to serve youth. The State will emphasize local flexibility to bring positive changes into the mix of services.

Local youth councils will ensure programs are enhanced so young people will have the resources to develop the skills they need. The ultimate goal for in-school youth will be to award credits towards high school graduation. The youth councils will rely upon and receive guidance from area employers concerning the necessary skills needed to fulfill the needs in the workforce. Year-round youth programs will be geared toward the attainment of high school credentials through implementation of re-mediation/enhancement activities. The summer component will be additional education and work related activities to assist students in high school graduation and passing State Board of Education competency tests. Teachers certified by the State Department of Education will conduct programs using the State Board of Education approved curriculum and the Work-Based Learning Guide (School-to-Work program) approved by the state Board of Education. Each student served will have an individualized career and education plan reviewed by a representative of the local education agency and the Local Workforce Investment Board. In order to avoid duplication of efforts, in-school youth will be served based on local education agency's established student testing and evaluation.

## II C. Strategy for Completion

A task force, representing several of Tennessee's state agencies with workforce development activities, was organized in December 1998 to identify performance goals and measures for Tennessee's workforce development programs. The group began work under the guidance of Dr. Mary Ziegler, Director of the Center for Literacy Studies at the University of Tennessee-Knoxville, who worked on the U.S. Department of Labor's Workforce Development Performance Measures Initiative to establish a foundation for national performance standards.

The State task force, providing multi-agency systems thinking for workforce development, was comprised of representatives of business, Adult Education, Vocational Education, Economic and Community Development, Welfare Reform, Employment Services, JTPA Service Delivery Areas, School-to-Work, Commission on Aging, Vocational Rehabilitation, and the Tennessee Board of Regents representing post-secondary educational institutions in Tennessee.

The task force drafted eight performance goals. Performance indicators required under Section 136 of the WIA will be used to measure three of the "Operational Goals" (located at end of this section). The five other goals, goals such as "Increased Self-sufficiency", "Enhanced Link Between Labor Supply and Employer Demand" and others, will be measured once an information system is in place to collect and calculate this type of information. At present there is not a data system that captures this type of information. The five remaining goals are entitled "Strategic Goals" (also located at end of this section) and will be used for continuous improvement efforts. Implementation of the State's Case Management Activity Tracking System (CMATS) in July 2000 is expected to provide the data needed to address the Strategic Goals. Once there is a full program year of data available, performance indicators and measures will be developed for the following program year.

The State recently completed its WIA Performance Measures Simulation Project, conducted through the Bureau of Business and Economic Research/Center for Manpower Studies at the University of Memphis. Standardized Program Information Report (SPIR) data and Unemployment Insurance records were matched by Social Security numbers for compiling a data file to be used in simulating WIA measures with UI data. These figures were established on January 31, 2000 using previous guidance from USDOL and data from Unemployment Insurance wage records, SPIR and JTPA/EDWAAA extracts for PY '97 (July 1, 1997 – June 30, 1998). On March 8, 2000, USDOL issued TEG 7-99 and 8-99, which informs States on how to establish expected levels of performance. The Bureau of Business and Economic Research/Center for Manpower Studies was instructed on March 8, 2000 to re-simulate the performance figures for negotiation according to the USDOL guidance. We expect the re-simulation project to be completed by March 23, 2000. As soon as the results of the re-simulation are complete and reviewed, Tennessee will forward the data to USDOL. We expect to surpass all of the statewide performance goals in year one and we plan to re-negotiate statewide levels at a higher standard next year.

Results from the Simulation Project have been used to develop performance standards for each of the first three program years (see "Table for State Performance Indicators and Goals" in the Attachments section of this plan). These State standards will be used to negotiate competitive levels of performance with the U.S. Department of Labor. In turn, the State will negotiate competitive

performance levels with each LWIA. The State will continually monitor the progress of the LWIAs' performance to ensure both the LWIAs and the State are meeting the goals. The State will provide technical assistance to the LWIAs that are having difficulty in meeting their goals.

### **Operational Goals**

***Goal #1: Maximize employment and re-employment opportunities for Tennesseans in first, new and better jobs.***

#### **Entered Employment Rate**

- Adult Entered Employment Rate
- Dislocated Worker Entered Employment Rate
- Older Youth Entered Employment Rate

#### **Worker Retention Rate**

- Adult Employment Retention Rate
- Dislocated Worker Retention Rate
- Older Youth Employment Retention Rate

#### **Earnings Gain/Replacement Rate**

- Adult Earnings Change
- Dislocated Workers Earnings Replacement
- Older Youth Earnings Gain

***Goal #2: Empower individuals through education and lifelong learning to acquire skills and knowledge to succeed in the dynamic and changing Tennessee workforce.***

#### **Knowledge/Skills Attainment**

- Adult Employment and Credential
- Dislocated Worker Employment and Credential Rate
- Older Youth Credential Rate

#### **Skill Attainment Rate**

- Younger Youth Skill Attainment Rate
- Younger Youth Diploma or Equivalent Attainment Rate

#### **Younger Youth Retention Rate**

- Younger Youth Retention Rate

**Goal #3:** *Ensure that all customers are satisfied with workforce development services.*

#### **Customer Satisfaction**

- Participant Customer Satisfaction
- Employer Customer Satisfaction

### **Strategic Goals**

**Goal #4: Increased self-sufficiency:** *Increase the number of individuals achieving self-sufficiency by assisting them to obtain and retain stable employment.*

**Goal #5: Enhance Link between Labor Supply and Employer Demand:** *Ensure that employers, educators, and individuals will have relevant, timely, and local labor market information and services that support business growth, and a labor exchange system that connects employers to the workforce.*

**Goal#6: Cost Effectiveness:** *Ensure that the workforce development system maximizes the use of available resources in a cost-effective and efficient manner and maximizes return on investment.*

**Goal #7: Workforce:** *Provide employers and individuals effective support in the development of successful work organizations that maximize the potential and skills of a diverse workforce.*

**Goal #8: One Stop (Universality, Customer Choice, Integration, and Outcomes-Oriented):** *Implement an integrated, results-oriented workforce development system that is based on the needs of customers; ensures individuals' equity of access to information, services and lifelong learning opportunities; and continuously improves the capability of the system and its employees to deliver high quality services to customers.*



### III

## ASSESSMENT

## A. Market Analysis

### 1. Key Trends

Key trends expected to shape the economic environment of the State during the next five years:

Many factors could impact the Tennessee economic horizon. Economic activities in Pacific Rim markets, South America, and the former Soviet Union could have a detrimental effect within Tennessee because of Tennessee's linkages with global commerce. Therefore, this market analysis is contingent upon some degree of stability within the various foreign economic markets; any dramatic changes or economic upheaval in the foreign markets could negate this plan.<sup>1</sup>

The Tennessee labor force will grow more slowly and become even more ethnically diverse. The labor force growth of Hispanics, Asians, and other races, will be faster than for blacks and white non-Hispanics. Employment has been growing faster than the labor force, but since the economy is expected to be at near full employment, employment growth is not projected to continue to grow faster than the labor force.<sup>2</sup>

About 56 percent of Tennessee's factory employees work in production of durable goods, particularly transportation equipment, which includes motor vehicle and vehicle parts makers. These employ about 19 percent or 53,000 of the state's durable goods workers.<sup>3</sup> Demand has slipped for these locally produced smaller vehicles as consumer tastes turned to larger autos, such as sport utility vehicles. Unless manufacturers change their product mix or consumers alter their preferences, Tennessee could see further constriction in this area.<sup>4</sup>

Employment in non-durable goods manufacturing will decline because of reductions in the apparel and textile industries.<sup>5</sup> Apparel will decline with companies seeking lower production costs and shifting operations to other locations. Labor utilization within the textile industry will slowly decline because of productivity increases created by the introduction of new technology which makes some job categories redundant.

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<sup>1</sup> Center for Business and Economic Research, An Economic Report to the Governor of the State of Tennessee, Knoxville, TN, March, 1998, p. ix

<sup>2</sup> U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2500, Occupational Outlook Handbook: Tomorrow's Jobs, January, 1998, p.2

<sup>3</sup> Federal Reserve Bank of Atlanta, National Slowing Will Affect Tennessee's Growth Prospects, Regional Update, Atlanta, GA, October-December, 1998, p.21

<sup>4</sup> Middle Tennessee State University – College of Business - Business and Economic Research Center, Mid-State Economic Indicators, Murfreesboro, TN, Spring, 1998, p.2

<sup>5</sup> Federal Reserve Bank of Atlanta, Financial Crises Abroad Pose Many Uncertainties for Southeast in 1999, Regional Update, Atlanta, GA, October-December, 1998, p.2

The service sector, such as health care, accounting, and lodgings, accounts for about one of four non-farm workers in Tennessee. With the economy expected to be at near full employment, the temporary employment sector may suffer moderate declines. Health care should continue its upward momentum as the population continues to age and the federal government implements new health care initiatives.<sup>6</sup>

Over the past several years, Tennessee has taken great strides in improving its pro-business attractiveness to both new and expanding businesses. As a result of this improvement, private capital investments have been recorded at all-time highs. The state cannot rest on its accomplishments if it is to continue to be competitive in an increasingly global economy and thereby provide a higher quality of living for its citizens. To ensure a vigorous and balanced economy the state must:

- a). Continue to invest in its citizens through educational and skills enhancement.
- b). Maintain its attractive, pro-business climate through infrastructure maintenance and expansion.
- c). Build solid and productive public/private partnerships across the state that foster and increase economic development successes in Tennessee.
- d). Aggressively market the state to attract and recruit high-wage, high value-added, and highly technological businesses that create better paying jobs for Tennesseans.<sup>7</sup>

Five of the fastest growing industries in Tennessee are expected to add the most jobs each year. These industries include business services, health services, eating and drinking places, social services, and engineering and management services. Other industries, which are expected to add considerable new jobs, are educational services and insurance. We are also experiencing growth in the emerging information technology fields as evidenced by the recent expansions of Dell Computer, Sprint, and Hewlett Packard.

The health services industry is expected to have strong growth, although somewhat slower than approximately the last ten years. The aging of the population, including increasing numbers of persons 85 and older, will continue to create demand. In the face of continuing cost consciousness, hospitals will be slower growing; offices of health practitioners, nursing and personal care

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<sup>6</sup> Federal Reserve Bank of Atlanta, National Slowing Will Affect Tennessee's Growth Prospects, Regional Update, Atlanta, GA, October-December, 1998, p.20

<sup>7</sup> A1a6)a)-d). State of Tennessee, Economic and Community Development, Research Department, January, 1998

facilities, home health care, and medical and dental laboratories will be faster-growing.

In business services, strong growth will continue, especially in personnel supply services. Tennessee may experience some growth in computer and data processing services, which is a strong growth industry at the national level. Engineering and management services, which include engineering and architectural services; accounting and auditing services; and management and public relations services, is expected to grow by more than four per year. Of the fastest-growing industries, eating and drinking places will add the third largest number of jobs.

With consumption spending continuing to fuel the Tennessee economy, the retail trade sectors of building materials and garden supplies, apparel and accessory stores, and general merchandise stores will continue to grow faster than the average for all industries. All the fast-growing industries are in the service sector except agricultural services (plant and nursery, veterinarian, etc. services).<sup>8</sup>

Numerically the most rapidly contracting industries are apparel and textile products, federal and state government, and chemical and allied products. Apparel and textile products are projected to decrease by approximately three each year, federal and state governments are projected to decrease by two percent annually, and chemical and allied products will decline by approximately one and one-half percent. Leather products and mining are also expected to lose about 200 jobs annually.<sup>9</sup>

Economic development needs of Tennessee include:

- Incumbent worker training, education for new job entrants, remedial education for displaced workers and reentrants, and adult education tuned to match changing labor markets. As an adjunct to the public sector training, private firms may want to develop training programs fine-tuned to their labor requirements. This may be an area for active partnership between public and private sectors.
- Attracting jobs or employers that pay higher wages and encouraging wage increases tied to increases in productivity.

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<sup>8</sup> A1b1)-4). State of Tennessee, Department of Employment Security, Research and Statistics Division, Fastest Growing Industries, Nashville, TN, January, 1998, Table 1

<sup>9</sup> State of Tennessee, Department of Employment Security, Research and Statistics Division, Slowest Growing Industries, Nashville, TN, January, 1998, Table 2

- Strengthening opportunities in rural and central city areas (where manufacturing jobs have been declining) and making growth more equitable across the state.<sup>10</sup>

2. The implications of these trends:

- Job losses due to outsourcing and technology advances in the apparel industry have been idling many people who have high school degrees or less. Sewing machine and pressing machine operators, hand sewers, menders, etc. will have gained few on the job skills that can be transferred to new growth industries. However, persons displaced by general federal/state/local government downsizing (such as general office clerks, accountants and auditors, systems analysts, registered nurses, secretaries, etc.) should find new jobs with relative ease. Clerical workers, including data entry staff without updated computer skills, will most likely require retraining. A portion of the labor force in the highly technical chemical industry, such as engineers, managers, technicians, and production workers, may need specialized training to facilitate their transition into traditional manufacturing and service industries.<sup>11</sup>
- The fastest-growing industries that are expected to add the most jobs have a wide range of skill levels. The business services industry, with the greatest number of jobs contains skills that include janitors, guards, and hand packers. It also has clerical workers, systems analysts and computer programmers, telemarketers, bookkeepers, and registered nurses. The largest occupations in the health services industry include, among others, registered nurses, nursing aides and licensed practical nurses, physicians, home health aides, secretaries, medical social workers, and laboratory technologists. Engineering and management services employ professional auditors, engineers, and technicians, among others. Eating and drinking places employ waitstaff and food preparation workers, but also cooks and food service managers. Other tourism industries are also expected to add jobs. Also expected to add jobs in significant numbers are manufacturing technology and manufacturing maintenance.
- Trends at the national level show employment in professional specialty occupations to have more job growth than any major occupational group. These jobs include teachers and computer related occupations. Jobs in agriculture, forestry, and fishing will have little change. Office automation will cause administrative and clerical support occupations to increase more slowly than average, though some will decline. Jobs for precision production workers as well as operators, fabricators, and laborers are

<sup>10</sup> A1d1)-3). Center for Business and Economic Research, An Economic Report to the Governor of the State of Tennessee, Knoxville, TN, March, 1998

<sup>11</sup> State of Tennessee, Department of Employment Security, Research and Statistics Division, Tennessee Occupational Information System, Tennessee Employment Projections to 2005, Statewide, July, 1996

expected to grow slower than average due to advances in technology and changing production methods as well as the overall decline in manufacturing.<sup>12</sup>

- There is still significant room for shorter-term training in the workforce development package; occupations not requiring post-secondary training will continue to make up about 70 percent of the total. About 22 percent of occupations require a bachelor's degree. However, occupations that require a bachelor's degree are expected to grow the fastest, and education is essential for getting a high paying job.<sup>13</sup>

3. Customers of the state's workforce investment system:

Data for June 1998 show the following employment statistics:

- Size of firm classes 0-4, is comprised of firms with 0-49 employees. There are 114,993 firms in these combined categories employing 821,257 workers. The firms in classes 0-4 account for 93 percent industry share, but only utilize 32 percent of the labor force. In other words, 93 percent of all employers employ 32 percent of all workers.
- Size of firm classes of 5-9, is comprised of firms with 50 or more employees. There are 8,491 firms in these combined categories employing 1,781,395 workers. In contrast, the firms in classes 5-9 account for seven percent of industry share and utilize 68 percent of labor force. In other words, seven percent of all employers employ 68 percent of all workers.<sup>14</sup>
- Customers for the state's workforce investment system should include anyone who is in need of a job, career change, job information, or training. At the present time, it consists mainly of disadvantaged people, veterans plus those who are laid off from work and drawing unemployment insurance, minority workers, and persons with full time jobs who earn wages below living wage.
- The total number of job service applicants during program year 1997 was 327,424. Of these:
  - a). 157,665 or 48 percent were female

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<sup>12</sup> A2b-c. U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2500, Occupational Outlook Handbook: Tomorrow's Jobs, January, 1998, p.5

<sup>13</sup> U.S. Department of Labor, Bureau of Labor Statistics, Career Guide to Industries: Industry Characteristics – An Overview, January, 1998, p.3

<sup>14</sup> A3a1)–2). State of Tennessee, Department of Employment Security, ES202, Micro202 Report, Nashville, TN, January, 1999

- b). 88,576 or 27 percent were minority applicants (of which 84,333 or 26 percent were black)
  - c). 58,997 or 18 percent were youth under 22
  - d). 29,965 or nine percent were veterans
  - e). 16,936 or five were older workers (55 and over)
  - f). 4,324 or one percent were disabled
- Of the new and renewal applicants registered with the Tennessee Department of Employment Security during this period, 34 percent were eligible claimants and five percent were economically disadvantaged. In addition, since more applicants were available than were required for the number of job openings received, continual efforts are required to increase and improve job development as well as encourage individual job search skills.<sup>15</sup>
  - The employers who are customers of the system require skilled workers. The educational delivery systems of the State, which include four-year colleges, two-year technical and community colleges, and technology centers, must stay current in their offerings of skill preparation courses. Tailoring the instructional programs offered to fit emerging and demand occupations is a must. The availability of an educated, skilled workforce is, and will be, a critical factor in the continued growth of an area. With today's challenging competition from other states and countries, the success of a state will depend on meeting the workforce requirements of the employers and workers.<sup>16</sup>
  - The youth customers of the State workforce investment system are youth between the ages of 14-21 in Tennessee. Tennessee will promote the Workforce Investment Act principle of "Universal Access" and will make sure that Career Centers and the Workforce Investment system are serving all youth, and not just those who qualify for WIA funded services.

Specific WIA funding will serve youth in the following categories:

- Deficient in basic literacy skills;
- School drop-out and not enrolled in alternative schools;
- Homeless, runaway, or foster child;
- Pregnant or parenting;
- An individual with a disability, including a learning disability;
- An offender; or

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<sup>15</sup> A3a4)-5). State of Tennessee, Department of Employment Security, Job Services Automated Reporting System, 9002 Report, Nashville, TN, June, 1998

<sup>16</sup> State of Tennessee, Economic and Community Development, Research Department, January, 1998

- An individual who requires additional assistance to complete an educational program or to secure and hold employment.

Up to five percent of the youth served may be individuals who do not meet the income criterion, if they experience one or more of the aforementioned barriers to employment or are within one or more of the following categories:

- Are one or more grade levels below the grade level appropriate to the individual's age;
- Youth in need of assistance with English as a second language;
- Migrant youth; or
- Facing a serious barrier to employment as identified by the local board.

Youth who will not meet one or more of these requirements are referred to the Career Centers for appropriate services.

#### 4. The projected job skills needed in the State:

- For the disadvantaged customer segment, the main skill development needs are training in basic, administrative, manufacturing, craft or business skills. This training can be provided either through the public or private sector: however, this training must be tuned to projected labor and skill requirements.
- Veterans and other job seekers may require retraining to adapt to new technology. This type of training should provide needed skills demanded by approximately two of every three job openings.
- Diversity in the workforce may require additional training. Training could include some basic skills, English as a second language, customer relations/service skills, and interpersonal communications skills.
- Customers with low-paying jobs will need skills in accessing labor market information as well as training for new careers.<sup>17</sup>
- The recruitment efforts and accomplishments to bring new jobs to an area or expansion of existing industry must be met with a pro-active instructional delivery system eager to provide the preparatory and upgraded skills necessary for the state's citizens to compete in today's new workforce.<sup>18</sup>
- Of the 4,324 disabled applicants, 3,043 were referred for interviews and 954 were placed in jobs. In addition, services were provided for other disabled applicants. One hundred seventeen were counseled, 472 were

<sup>17</sup> A4a-d. U.S. Department of Labor, Bureau of Labor Statistics, Bulletin 2500, Occupational Outlook Handbook: Tomorrow's Jobs, January, 1998, p.6

<sup>18</sup> State of Tennessee, Economic and Community Development, Research Department, January, 1998



referred to support services, 244 were referred to training, and 141 were enrolled in training.<sup>19</sup>

- Persons with disabilities may require specialized training and accommodations.

## B. State Readiness Analysis

### 1. Leadership

#### a. State Workforce Investment Board

- Tennessee has a Workforce Development Board that was created by Governor Sundquist's Executive Order #13 on July 23, 1997. This board conforms to the requirements of Title VII of the Job Training Partnership Act amendments of 1992, currently serves as the Human Resource Investment Council, and meets the requirements of an alternative entity as described in Section 111(e) of the Workforce Investment Act (WIA). This board has spent the several months studying the workforce development needs of Tennessee and has made recommendations to the Governor concerning the creation of a Workforce Development Agency. The board has 35 members with representatives from business, industry, and labor organizations being in the majority. The membership also includes representatives of local government, higher education, state agencies, and the state legislature.
- In addition this board also has members who are state agency heads that represent the administration of workforce development programs, local education, post secondary education, secondary education and vocational education, and community based organizations. The board also includes four members of the state legislature and representatives of local government. The board has members with experience and knowledge of local workforce development programs and experience and knowledge with respect to special education and career development needs of hard to serve individuals. The representatives of business and industry contain owners of businesses, chief executives and operating officers of business and other business executives with policy making and hiring authority, and represent businesses with employment opportunities. In compliance with Title VII, Section 702, Job Training Partnership Act, the membership of the State Workforce Development Board is distributed as follows:

Business = 14

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<sup>19</sup> State of Tennessee, Department of Employment Security, Job Services Automated Reporting System, 9002 Report, Nashville, TN, June, 1998

Labor = 5  
Post secondary Vocational Education = 2  
Local Public Education = 1  
Community Based Organization = 1  
State Agency = 6  
Legislature = 4  
Local Government = 2

All group/entities required to be represented on a State Board established under Section 111 of the WIA are represented on the Tennessee State Workforce Development Board.

- iii. Nominations for membership on the board were solicited from various sources across the state. The nominators included labor organizations, business organizations, community based organizations, and local elected officials. Criteria for appointment to the board included an interest by the nominees in workforce development issues such as School-To-Work and job training. These attributes will enhance the board's abilities to have a positive effect on achieving Tennessee's vision for workforce development.
- iv. The Workforce Development Board meets quarterly and its committees meet as often as necessary. At the quarterly meetings the board reviews activities of the participating state agencies and makes recommendations to the governor regarding their functions. The board has and will assist the governor in the following areas:
  - Development of the state's plan under the WIA
  - Development and continuous improvement of WIA activities including program coordination and review of local workforce investment area plans
  - Annually commenting on coordination of planning relative to the Carl D. Perkins Vocational and Applied Technology Education Act
  - Designation of Local Workforce Investment Areas
  - Allocation formulas of funds for adult and youth services
  - Development and improvement of state and local performance measures
  - Providing guidance to WIA administrative entities
  - Preparation of the annual performance report
  - Development of the statewide employment statistics system, and
  - Development of any applications for incentive grants
  - Development of the Tennessee Career Center system
  - Provides advice on policies, and
  - Recommends legislation

- v. The state board will coordinate and interact with the local boards on all items delineated above. To accomplish this they will utilize the TDOL&WD as a focal point for the dissemination of printed materials, innovations, and policy. TDOL&WD will also act as a conduit for the free flow of information from the Local Workforce Investment Boards (LWIB) to the state board. Currently the TDOL&WD has a WIA Implementation Committee consisting of representatives of those entities described in Section 501 (b)(2). Each of the entities represented on this committee has staff and/or contracted personnel at the local levels that will coordinate and interact with the staff of the local boards on issues discussed at the state level. Currently the State Board has several members who are either Private Industry Council (PIC) chairpersons or members. It is anticipated that LWIBs will have much the same representation on the State Board.
- vi. The state Workforce Development Board shall make available to the public, on a regular basis through open meetings, information regarding the activities of the State Board, information regarding membership, and, on request, minutes of formal meetings of the State Board. In accordance with the Tennessee Code Annotated the State Board is required to provide adequate public notice prior to any board meetings. Only facilities that are accessible to the disabled will be utilized for State Board meetings. Public notices shall include a statement that all disabled persons requiring assistance at the Board meetings should contact the Tennessee Department of Labor and Workforce Development to arrange for reasonable accommodation. The public notices shall also contain information on how individuals may obtain information regarding membership and minutes of the meetings.
- b. In accordance with Sections 111(f) and 117(g) of the WIA, it shall be a conflict of interest for any member of a state or local workforce investment board to vote on any matter under consideration regarding the provision of services by that member or by an entity such member represents or that would provide a direct financial benefit to such member or the immediate family of such member. The State board members have previously imposed the same restrictions on themselves in their by-laws. In addition State and Local Board members will be required to sign and have on file in the TDOL&WD a statement acknowledging these provisions and identifying any known conflicts of interest.
- c. Local Workforce Investment Boards (LWIB) shall be comprised of members as delineated in Sections 117 and 121 of the WIA as follows:
  - Representatives of business in the local area, which must be a majority of the LWIB (It is recommended that the LWIB's committees also contain a private sector majority);

- Representatives of local educational entities, including representatives of local educational agencies, local school boards, entities providing adult education and literacy activities, and post secondary educational institutions (including representatives of community colleges, where such entities exist) selected from among individuals nominated by regional or local education agencies, institutions or organizations representing such local educational entities;
- Representatives of labor organizations (for local areas in which employees are represented by labor organizations) nominated by local federations, or (for a local area in which no employees are represented by such organizations), other representatives of employees;
- Representatives of community-based organizations (including organizations representing individuals with disabilities and veterans, for a local area in which such organizations are present);
- Representatives of economic development agencies, including private sector economic development entities;
- Representatives of the career center partners as follows;
- Programs authorized under WIA Title I, programs authorized under the Wagner-Peyser Act;
- Adult education and literacy activities authorized under WIA Title II;
- Programs authorized under Title I of the Rehabilitation Act of 1973;
- Activities authorized under Title V of the Older American Act of 1965;
- Post secondary vocational education activities of the Carl D. Perkins Vocational and Applied Technology Education Act;
- Activities authorized under Chapter 2 of Title II of the Trade Act of 1974;
- Employment and training activities carried out by the Department of Housing and Urban Development;
- Employment and training activities carried out under the Community Services Block Grant Act;
- Programs authorized under state unemployment compensation laws (in accordance with the applicable federal law); and may also include entities that carry out a human resource program described in Section 121 (b)(2)(B).
- Programs authorized under Section 403 (a) (5) of the Social Security Act; and
- Activities authorized under Chapter 41 of the title 38, United States Code.

Tennessee has developed policies regarding LWIB membership. These policies may be found in paragraph III B 1. h. i of this plan.

- d.
  - i. The State of Tennessee will distribute funds to local workforce investment areas on the basis of Section 128 (b) (2) (A)(1) and 133 (b) (2) (A) prescribed

from the United States Department of Labor. However, the hold harmless provision will not be applied to the youth and adult funds for two consecutive years.

Previously, Tennessee had fourteen (14) Service Delivery Areas. The new designation reduced this number to thirteen (13) Local Workforce Investment Areas. Redesignation did not affect the youth allocation. However, since the overall allotment to Tennessee was reduced, the areas that remained the same received fewer amounts, as compared to the previous year. The estimated planning allotment has been allocated to the thirteen (13) designated areas without the hold harmless provision. The state is currently allowing local workforce investment areas to estimate their need for additional funds and to submit a request to the state.

The Governor will allocate to the local workforce investment areas, 85 percent of the youth and adult funds as prescribed in Section 127 and Section 133 of the Act. Five percent will be used for statewide administration. Tennessee will not use the two additional discretionary factors specified in section 128(b)(3) and 133 (b) (3). Instead, two of the ten percent youth funds and two of the ten percent adult funds retained at the state level will be used to collect valid data on excessive poverty. The remaining eight percent will be used for state wide activities including additional funds to local workforce investment areas that experience funding shortfalls due to not applying the hold harmless provision.

- ii. The Governor will allocate to the local workforce investment areas 60 percent of the dislocated worker funds using factors and weights to factors such as: the number of unemployment insurance claimants in each LWIA (ten percent), unemployment data in LWIA, plant closures (35 percent), declining industries (15 percent), long term unemployment insurance claimants in each LWIA (30 percent). Five percent will be used for statewide administration and ten percent will be reserved for statewide activities for adults, youth and dislocated worker programs. Additionally, twenty-five percent will be reserved for statewide rapid response activities.
- iii. Allocation amounts to each local workforce investment area may be found in the attachments and are based on preliminary Program Year 2000 allocations. Allocation alternatives were developed with each alternative showing the projected funding an LWIA would receive compared to the previous year and SDA configuration. Members of the Implementation Committee, described elsewhere first reviewed these alternatives, then forwarded the projections to the Workforce Development Board for consideration. Simultaneously the projections were forwarded to the current SDA entities for their review and consultation with local elected officials.

- e. Within certain limits, the State will advertise all available grants and contracts in the Service Providers listings at the Career Centers. Potential bidders will be advised through the marketing capabilities of the Career Centers.

**Competitive:** The state will not have competitive bidding; however, each LWIB will publish a local public bid notification in a local newspaper in each county of the Local Workforce Investment Area, announcing the request for proposals, that the RFP will be issued, and where to obtain a copy of it. The state will require notification of the RFP announcement so that the same notification can be placed on the state's web page.

**Non-Competitive:** The state is placing an emphasis on utilizing the government educational agencies that have a proven track record on providing academic enrichment services to youth participants.

Tennessee requires that in order to award grants or contracts to any vendor the departments must follow the state's guidelines. The two options available to the departments are:

- a. competitive bid
- b. non-competitive bid (sole source)

A "Request for Proposal" (RFP) is open to the public. Anyone is allowed to competitively bid on the services or product to be provided. Each department ensures that every potential vendor who expressed in writing a desire to bid is notified of the RFPs. Tennessee also maintains a Service Provider Registry System (SPRS). The SPRS is a comprehensive system designed to facilitate the participation of disadvantaged, minority and small business entrepreneurs in the state's procurement processes. It provides all state departments with a wealth of information – a database of potential service providers. This system allows state agencies to have a larger bid audience. In addition, Tennessee will advertise all available grants and contracts in the Service Providers listings at the Career Centers. Potential bidders may also be advised of grant or contract opportunities through the marketing capabilities of the Career Centers.

Tennessee will not exercise a competitive bidding process for WIA grants, however, each LWIB will publish a local public bid notification in a local newspaper in each county of the Local Workforce Investment Area, announcing the RFP and where to obtain a copy of it. The LWIBs will be required to notify the state of the RFP announcements so that notifications can be placed on the state's web page. Within the limited funding available to the state, TDOL&WD will utilize all available resources to maintain existing grantees and provide support for new plant closures.

In order to enter into a non-competitive contract or grant, permission must be obtained from the Commissioner of the Tennessee Department of Finance and Administration. In the request to utilize the non-competitive process it must be

demonstrated that the vendor is truly unique in the services or skills required and that the competitive process will not generate the desired results. Tennessee is placing an emphasis on utilizing the public educational agencies that have a proven track record on providing academic enrichment services to youth participants.”

- f. In awarding grants for youth activities, Tennessee has mandated that the local workforce investment boards use the state required youth service providers and youth activities selection criteria. Using the following criteria, each local board in conjunction with their youth council will ensure that these criteria are applied during the competitive bidding process for all youth providers. The State defines effective youth activities and youth providers as the following:

Criteria for Identifying Effective Youth Activities

Effective youth activities are those activities which:

- Focus on attainment of a diploma or equivalency
- Provide strong employer linkage
- Provide leadership development opportunities including internship and job shadowing
- Provide summer employment linked directly to academic and occupational learning
- Provide paid and unpaid work experiences that follow federal and/or state child labor laws
- Provide adult mentoring service including follow-up services
- Provide basic skills, tutoring and training skills including drop-out prevention strategies
- Contain twelve-month follow-up services after program completion for performance measures and accountability

Criteria for Identifying Effective Youth Providers

Effective youth providers are those providers which:

- Develop programs that incorporate basic high level skills and knowledge as well as competencies
- Promote methods that increase an on-going desire to learn
- Have settings that promote learning with an on-going challenge and use of materials that are attuned to the interests of the learners and offer effective pathways to finish high school and move to post-secondary education
- Develop work-based learning, emphasizing experiential learning to create an effective learning environment
- Are effective in case management to coordinate a progression of services and activities
- Are flexible to both local needs and proven methodologies
- Provide alternative school services or enhance existing programs administered by local educational agencies

- Demonstrate ability to deliver basic skills, tutoring and training skills including drop-out prevention
- Demonstrate fiscal integrity and accountability
- Able to analyze and assess youth test data
- Are reasonable in program cost
- Accommodate special needs populations
- Demonstrate the ability to meet performance measures
- Provide incentives to improve and recognize achievement of youth
- Have staff qualified and/or certified to provide services to youth
- Able to deliver all of the items listed under “Criteria for Identifying Effective Youth Activities”

The State defines ineffective youth activities and youth providers as those activities and providers that do not possess the above characteristics.

- Focus on attainment of a diploma or equivalency;
- Strong employer linkage;
- Development of programs that incorporate basic high level skills and knowledge, competencies and promoting the methods that increase an on-going desire to learn;
- Have settings that promote learning with an on-going challenge and use of materials that are attuned to the interests of the learners and offer effective pathways to finish high school and move to post secondary education;
- Develop work-based learning, emphasizing experiential learning to create an effective learning environment;
- Effective case management to coordinate a progression of services and activities;
- Quality of staff;
- Initiative requiring flexibility to both local needs and proven methodologies;
- Provide leadership development opportunities including internship and job shadowing;
- Provide alternative school services or enhance existing programs administered by local educational agencies;
- Demonstrate ability to deliver basic skills, tutoring and training skills including drop-out prevention;
- Fiscal integrity and accountability;
- Ability to analyze and assess youth test data;
- Reasonableness of program costs;
- Accommodation for special needs population;
- Summer employment linked directly to academic and occupational learning;
- Paid and unpaid work experiences that follow federal and/or state child labor laws;
- Adult mentoring services including follow-up services;
- Ability to deliver basic skills, tutoring and training skills including drop-out prevention strategies;



- Twelve-month follow-up services after program completion for performance measures and accountability;
  - Demonstrative ability to meet performance measures; and
  - Incentives to improve and recognize achievement of youth.
- g. In order to give Local Boards maximum flexibility to meet local needs the TDOL&WDF will allow the Local board to define the sixth youth criterion “requires assistance to complete an educational program or to secure and hold employment.” The state will review the definition of each local area in the local planning process.
- h.
- i. Major State policies:
- No more than one third of the current private sector members of the Private Industry Council (PIC) may be appointed to the newly established Local Workforce Investment Board (LWIB) during its initial two years of certification.
  - A minimum of one third of the private sector membership must be replaced at the time of each two-year certification.
  - No private sector member may serve more than three consecutive terms. Multiple terms of more than three are acceptable as long as there is an intervening two-year term of non-membership at least every six years.
  - The term of a member appointed to fill a vacancy occurring at a time other than LWIB recertification will be considered to have commenced with the beginning of the term of the member being replaced.
  - To ensure that business members are those with employment opportunities in the area, industries that make up more than ten percent of the industries in an area shall have members equal to at least one per every ten percent, i.e. 33 percent manufacturing would mean at least three business representatives from manufacturing businesses; twenty-five percent service would require at least two service industry representatives. Additional business representation may be chosen from other industries in order to comply with the WIA requirement of a private sector majority.
- NOTE:* The Local Chief Elected Official(s) may petition the Commissioner of TDOL&WD for an exception to any of the above policy items if his/her documented efforts are unsuccessful in meeting the requirements of the policy.
- It is suggested that any committee(s), council(s) established by the LWIB, other than those specifically required by WIA, should have a membership wherein private sector members are in the majority.

- In addition to criteria established by the LWIB to determine when a quorum exists, a majority of LWIB private sector members must be present in order to conduct LWIB business.
- **Board Membership For Career Center Partner Programs Within State Agencies**

The following programs located within the Department of Labor and Workforce Development are required one-stop partners and as such are members of the Local Workforce Investment Board:

WIA Title I  
 Adult Basic Education  
 NAFTA/TAA  
 Veterans Programs Under Title 38 USC  
 Wagner-Peyser (Job Service)  
 Unemployment Insurance

Under the Workforce Investment Act Interim Final Rules the entity that delivers the services at the local level is the entity that will represent that program on the LWIB. Therefore WIA Title I will be represented by the local administrative entity selected by the Local Chief Elected Officials.

Adult Basic Education is a part of the Department of Labor and Workforce Development. However, various and multiple entities deliver these services in all LWIAs. The Commissioner of the Department of Labor and Workforce Development will designate which entity will serve on the LWIB. This program will have separate representation on all LWIBs.

The Commissioner of TDOL&WD will at his/her discretion determine the appropriate LWIB representation for the remaining programs (NAFTA/TAA, Veterans, Wagner-Peyser and Unemployment Insurance).

The individuals appointed by the Commissioner of TDOL&WD will have the authority to negotiate in good faith regarding Memoranda of Understanding (MOU) and other instruments. However, final approval shall be reserved for the Commissioner.

Other state agencies with more than one required one-stop partner programs have the authority to determine how best to represent their agency on the LWIB.

- **Resolving Impasses In Developing Memoranda of Understanding**

Should an impasse occur between one or more required one-stop partners, the Local Workforce Investment Board, and the Local Chief Elected

Official in the execution of a Memorandum of Understanding (MOU), the Commissioner of the Department of Labor and Workforce Development (DOL&WD) shall assume the responsibility for its resolution. Tennessee law provides that the DOL&WD Commissioner is functionally responsible for all workforce development programs regardless of where the programs are housed. The Commissioner of DOL&WD shall consult with the applicable agency head(s) to execute an appropriate resolution or if the impasse involves a required one-stop partner that is not housed in a state agency (i.e. Job Corps, HUD, etc.) The issue will be resolved in consultation with the regional office of the U.S. Department of Labor and/or other federal authorizing agencies.

- ii. In April 1999, the Governor held a meeting inviting all county executives of Tennessee to discuss Tennessee's WIA planning and Workforce Development implementation efforts. In June 1999, regional meetings were held across the state which included representatives of business and industry, Local Elected Officials, education, economic development, Chambers of Commerce, community based organizations, Private Industry Councils and others. The purpose of these meetings was to inform these stakeholders of the direction in which the department was headed in implementing the Workforce Investment Act and state legislation merging the Departments of Labor and Employment Security and other Workforce Development programs. In July, a Statewide Governor's Workforce Development Summit was held in Nashville at the Renaissance Hotel and Convention Center. Over 1,000 attendees from both the public and private sector attended. Attendees included business leaders, legislators, local elected officials, personnel from state agencies and others interested in workforce development issues. The Summit was designed to present the Governor's vision concerning workforce development in the State of Tennessee and to begin to solicit public comment on proposed Workforce Investment Areas, local planning guidance, memoranda of understanding guidance and others. Local Workforce Investment Boards (LWIBs) are currently being established. The Department of Labor and Workforce Development has however designated nine field staff who will serve as liaisons to local Workforce Investment Boards and provide technical assistance to county executives and local boards throughout the state once the LWIBs are in place. In addition, TDOL&WD has assisted in facilitating local meetings between WIA partners. To educate and inform the various interested parties TDOL&WD staff has met with Chambers of Commerce, industrial development committees, and various business associations. We have also initiated various mailings that informed, educated, and assisted the local elected officials.
- iii. There is concern about the treatment of costs and procurement policies as we move to a model of integrated services. Specifically, the concerns involve the lack of consistency between federal, state, and local treatment of costs and procurement policies. The federal government, through the Office of

Management and Budget circulars and regulations, outline and define costs and procurement methods. Likewise, the state and local governments have established local laws and procedures for costs classification and procurement. A local government entity must understand all three of the policies and use the most stringent of the three. The potential exists for this to be somewhat complicated in an integration model when partners from the federal, state, and local level come together to share resources. To address some of these concerns the federal government is revising the Welfare to Work regulations to come more in line with those of WIA. However, this is just one of the many partnering programs that will be integrated.

## 2. Services:

### a. One-Stop Integrated Service Delivery System:

- Guidance and Oversight-The State's Workforce Development Board provides oversight and guidance on statewide implementation of the Workforce Investment Act (WIA) and the implementation of the Tennessee Career Centers (TCC) one-stop system. The Board has a strategic planning and a career center committee. The career center committee is charged with oversight and review of TCC implementation.
- Policy and Procedures-The Governor appointed a Commissioners' Policy Team charged with formulating strategies and developing policies and procedures leading to an integrated statewide service delivery system mandated by the WIA. Initially this group consisted of the Commissioners of the Departments of Employment Security (DES), Human Services (DHS) and Labor (DOL). It was expanded to include the Commissioners of Economic and Community Development (ECD), Education (DOE) and a representative of the Tennessee Board of Regents (TBR). A Workforce Development Performance Measures Team, composed of representatives from 7 state agencies and the private sector, has the responsibility of developing comprehensive, statewide performance measures for TCC activities. Other policy and procedural issues are managed by the Office of Workforce Development staff in coordination with other partner agencies.
- Integrated Electronic Information System-A State Technology Consultants Team has completed a comprehensive information requirements analysis project. The intent of this project is to provide the parameters for the design and development of a common, integrated information system to support Workforce Development activities, which include TCC activities. Data and system requirements will be detailed in a Request For Proposal (RFP). An information requirements analysis project was completed in late 1998. This project was initiated to determine the information

processing requirements to support an integrated approach to the One-Stop effort. The results of this project recommended DHS, DOL&WD, DOE, SDAs, ECD, and TBR acquire a new integrated system (CMATS, Case Management and Activity Tracking System). This system would achieve a more "enterprise solution" through a "central repository of Workforce Development information" and help to eliminate the redundancy of information that is present with the current multitude of independent systems.

An RFP was developed and proposals were reviewed and a vendor has been selected. The RFP defined the requirements and interfaces needed for the CMAT system. The functions involved with delivery of services to participants have been categorized as Intake, Assessment, Service Delivery, Case Management, Job Services, Financial Management, System Maintenance, and Reports. This system will allow the users to view and report on multiple program activities and statuses for each participant and unit costs associated to those activities. This new capability will provide management with an excellent tool for "performance decision making". The CMAT system in addition will greatly enhance the current Rapid Response process through remote site capability for program service information entry and retrieval (e.g. plant closings). The process of new business development will be improved through "new business opening" coordination of services from ECD, TBR, DOL&WD and the LWIAs utilizing CMAT activity tracking capability.

CMATS will include collection of all data required for WIASRD reporting. The data collected will include race/ethnicity, sex, age, and disability status for all participants. The information will be stored in the CMATS and used only for the purpose of recordkeeping and/or mandated reporting purposes.

- Facilities-The State envisions that 73 percent of Tennesseans will live within a 25-mile radius of a full service center. The State will have a minimum of one full service Tennessee Career Center (TCC) operating in each of its Local Workforce Investment Areas. Currently, there are 7 urban pilot facilities open in Chattanooga, Clarksville, Knoxville, Nashville, Memphis, Jackson, and Johnson City. In addition, it is anticipated these TCCs will support an electronic satellite system providing a variety of services. Additional implementation grants have been awarded for Morristown, Roane County, Athens, Cookeville, Tullahoma, Columbia, and Dyersburg. These seven TCCs will be operating by July 1, 2000.

The range of 25 miles was selected by Tennessee as a reasonable distance for anyone to travel to access a full service one-stop career center.

Tennessee knows of no mileage requirement imposed by the federal government. Tennessee has made provisions to serve the remaining 27% through satellite offices. Satellite offices will strive to offer all services and information through either direct or electronic delivery. Satellite offices, such as Job Service offices or Human Services offices, will provide their normal services and, via electronic means, a limited number of other services. Efforts are in progress to collocate WIA Title I B programs with Wagner-Peyser program services. There are currently over 70 full time Job Service offices in the state of Tennessee.

- Collaboration, Marketing and Public Relations-Representatives of the TDOL&WD have systematically met with various groups and organizations representing employers and the private sector interests of business and industry to ensure acceptance and utilization of the TCC system. Similar meetings have been held with Local Elected Officials (LEOs) and members of the state legislature. In order to ensure uniformity and continuity, an official TCC logo and a tag line were developed. In addition, a statewide brochure and web page have been developed. In order to increase awareness of Career Centers that have already opened across the state, we planned and executed Chamber of Commerce events in the five major cities to recruit business participation. We are also contemplating print ad campaigns in these cities to reach more individuals seeking jobs or career direction. Our primary marketing and communication goal in this process is to educate the public and private sector on how this initiative can improve the current workforce development system in Tennessee. In addition, we have adopted a proactive approach to dispel any concerns or misinformation about future plans at the state and local levels.
- Technical Assistance- In addition to the TCC implementation grant, each TCC grantee received a \$10,000 planning grant to be used for local technical assistance and training. Technical assistance is available on the local level through personal services contracts with consultants, USDOL and other regional and national workshops and seminars, core agency staff on-site, TDOL&WD staff on site, etc. The former Office of Workforce Development (now consolidated in TDOL&WD) received a \$10,000 grant from USDOL for statewide technical assistance which was used for statewide workshops and training sessions.
- Types of Services Available-Services vary in the pilot sites now in operation, but are transitioning to comply with the mandates of the WIA. Services currently available on site, or through referrals, include, but are not limited to: adult basic education, assessment, eligibility determination, case management, enrollment, basic labor exchange functions, veterans, unemployment insurance, comprehensive labor market information, tax credit information, food stamps, Families First, vocational rehabilitation,

job training, post-secondary education, older workers, migrant and seasonal farm workers, etc.

- b. The degree of existing collaboration for WIA Title I, the Wagner-Peyser Act, and all other required and optional partners {§112b)(8)(A), 121(b)(1-2), 134(c)}:

Tennessee has a strong collaborative tradition based on the coordination mandates of JTPA and the extraordinary implementation efforts required by the Families First/Temporary Assistance for Needy Families (TANF) initiative. It was suggested to all TCCs in planning guidance that they include three levels of partners: core agency partners, state support partners and local support partners. Two state agencies represent the state core agency partners of the TCC system. The Departments of Human Services (DHS) and Labor and Workforce Development (DOL&WD) provide the financial nucleus of the TCC system through operation of the Job Training Partnership Act (JTPA)(WIA upon implementation), Welfare-to-Work (W-t-W), Families First, Job Service, Unemployment Insurance (UI), etc. The extent of each party's financial contribution to each individual TCC facility is reflected in a resource sharing agreement, which is developed at the local level. Other required state support partners include the Departments of Economic and Community Development (ECD) and Education (DOE), the Tennessee Board of Regents (TBR), The University of Tennessee (UT), The Commission on Aging (TCA), and the Tennessee Opportunity Program, Inc. (TOPs). In addition to local business and industry, local support partners include where appropriate, Chambers of Commerce, community based organizations (CBOs), economic development/industrial boards, labor organizations, local education agencies (LEAs), local elected officials (LEOs), public housing agencies, public transportation authorities/transportation providers, childcare providers, a local representative of the vocational rehabilitation agency, etc.

USDOL REQUIRED WIA PARTNER	CURRENT RESPONSIBLE AGENCY
* Adult, Youth & Dislocated Worker	TDOL&WD/WIA LWIAs
* Veterans Programs	TDOL&WD
* + Migrant & Seasonal Farm Workers	TOPS
Indian & Native American Programs	American Indian Center
+ * Job Corps & Youth Opportunity Grants	Job Corps
* Employment Service	TDOL&WD
* Adult Education	TDOL&WD
* Post Secondary Vocational Education	TBR
+ Vocational Rehabilitation	TDHS
* Welfare-to-Work	TDHS, TDOL&WD & WIA LWIAs
* Title V of Older Americans Act	TCA
* Trade Adjustment	TDOL&WD
* NAFTA Transitional TAA	TDOL&WD
+ Veterans Employment & Training Programs	TDOL&WD
+ * Community Services Block Grant	TDECD
+ * HUD Employment & Training Activities	Local Housing Authorities

USDOL OPTIONAL PARTNERS	CURRENT RESPONSIBLE AGENCY
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* TANF (Families First)	TDHS
* Food Stamp Employment & Training	TDHS/TDOL&WD
+ * National & Community Services Act	Local Agency
* Community Colleges	TBR
* + Colleges & Universities	TBR, UT & Private Institutions
* Economic Development	TDECD & Local Agencies/Organizations
* Transportation	TDHS, TDOL&WD, LWIAs, & Local Providers
* Child Care	TDHS, TDOL&WD, LWIAs & Local Providers
* Supportive Services	TDHS, TDOL&WD, LWIAs & Local Providers

**LEGEND:** \* = Existing JTPA/WtW/TANF/TCC Partner  
\* + = Existing JTPA/WtW/TANF/TCC Partner (Where Services Are Available)  
+ = New TCC/WIA Required Partner  
+ \* = New TCC/WIA Required Partner (Where Services Are Available)

Department of Labor and Workforce Development staff is assigned to each TCC to provide labor exchange services through the one-stop system. Working in concert with partner agencies located in the career center, labor exchange services are delivered in a seamless manner to both job seekers and employers.

Wagner-Peyser Act funded labor exchange activities are provided through a three-tiered service strategy that includes (1) self-help, (2) facilitated self-help, and (3) staff assisted service. Self-help and facilitated self-help, which may include the Automated Labor Exchange (ALEX) system, America's Job Bank and the Internet, are provided through the TCC resource center. One on one staff assisted service, which includes job development, employment counseling, screening and referral to suppressed job orders, is provided by Wagner-Peyser and other TCC staff. Special attention is given to meeting the needs of each employer and job seeker to achieve a high level of customer satisfaction.

In accordance with the requirement of Title 38, chapter 41, section 4104 USC, Wagner Peyser (WP) funded staff assigned to career centers identify and give priority to the veterans desiring basic labor exchange services. In those Career Centers where dedicated veterans staff are not stationed full time, a Veterans Employment Representative or Disabled Veteran Outreach Program staff person has been assigned WP oversight responsibility at each Center. The veteran representative will supplement services to ensure an appropriate level of service is provided to veterans registered in the Centers.



Wagner-Peyser makes all basic labor exchange services available to youth seeking employment that is allowable under the child labor laws. In addition, Wagner-Peyser ten percent discretionary dollars fund the Making It Happen program. This is a program for youth designed to give high school seniors a head start in transition from school to work. Facilitators from local offices conduct an intensive six (6) week course. The program goals include the following:

- To teach students self marketing skills and workplace values;
- To provide a direction for their future and the knowledge to make a smooth transition from school to the workplace;
- To provide linkage between employers, students and educators; and
- To provide awareness of real work ethics through employer participation at the local level, creating renewed community involvement.

Under the provisions of 662, required Career Center partners include entities that carry out programs authorized under WIA Title 1 that includes youth services such as post-secondary vocational education activities and vocational rehabilitation programs. Other youth programs include where appropriate, Job Corps and Americorps Centers.

Tennessee's Career Centers are designed to be the gateway to the job market and employer for both adults and youth. The Career Center is envisioned to be the conduit and clearinghouse for all workforce development services available through the system. Career Center staff will coordinate the dissemination of career planning information with school counselors. Consequently, the provisions of section 664.700, allow Career Centers to provide connections between the youth programs that facilitate:

- Vocational Technical Advisory Councils/Partnerships, Tech Prep Consortia, Education Edge Partnerships (School-to-Work) and Youth Councils in collaboration with the Local Board will provide the coordination and provision of youth activities, including information on the full array of applicable or appropriate services available to eligible youth in the Career Centers;
- Linkages to the labor market and local and regional employers, as well as introduction to, and instruction in the use of the technology necessary to access the information;
- Access for eligible youth to the information and services required in 664.400, including, but not limited to career goal considerations, linkages between academic and occupational learning preparation for employment, etc. Also required, are

the services for the 664,600 Summer Employment opportunities program, job shadowing, adult mentoring, and leadership development opportunities etc.; and

- Other activities designed to achieve the purpose of the youth program and youth activities described in WIA Section 129 (a) (use of funds for youth activities) and 121(b)(1)(B)(I) (programs authorized under Title I of WIA).

### 3. System Infrastructure

#### a. Local Workforce Investment Areas

The State Board studied the geographic service areas of education entities, areas served by post secondary institutions and technology centers (area vocational schools), as well as labor market areas. They also considered travel distances and available resources in making recommendations to the Governor regarding the designation of local workforce investment areas. These recommendations were graphically depicted and provided as draft documents to all county executives as well as other interested parties and the general public via distribution at the Governors Workforce Summit in July 1999, posting on the TDOL&WD internet site, notifications of availability in newspapers, as well as direct mail-out to the county executives. The Governor consulted with the local chief elected officials and elicited comments through the public comment process. Several county executives attended a meeting of the State Workforce Development Board and were allotted time on the agenda to provide comment. The Governor accepted public comment beyond the thirty-day requirement delineated in the WIA. After all comments were received and input from the county executives was considered the State Workforce Development Board made the recommendation to the Governor to designate the LWIAs as provided in the original draft document. Taking all the data, comments, and recommendations into consideration the Governor then designated the Local Workforce Investment Areas. The areas designated by the Governor were not the same as those recommended by the State Board. A listing of the LWIAs and the member counties as well as a map depicting the LWIAs is included in the attachments to this plan. If conflict exists between the Governor's LWIA designation and section 116(a)(2) or (3), the State Board will hear any appeals. The State Workforce Development Board has established an appeals process. If an appeal to the State workforce Development Board is unsuccessful the entity making the appeal will be notified of their right to review by the U.S. Secretary of Labor.

There were no appeals to LWIA designations.

### Appeal Procedure

General Provisions: Section 116(a)(5) of the Workforce Investment Act, 29 U.S.C.A. Section 2831(a)(5), provides that a unit of general local government (including a combination of such units) or a grant recipient (i.e., a rural Concentrated Employment Program) which has requested but has been denied its request for designation under Section 116(a)(2) or (a)(3), may file an appeal of that determination with the State Workforce Investment Board.

#### Procedure:

- (a) A written appeal of the Governor's decision denying a request for designation as a Local Workforce Investment Area (LWIA) must be filed with the State Workforce Investment Board (the State Board) by the unit of general local government within fifteen (15) calendar days of its receipt of the Governor's decision. No extension of time for filing an appeal will be allowed.
  - (b) An appeal which results from the Governor's denial of a request for temporary and subsequent designation must be signed by the Chief Elected Official(s) of the unit(s) which submitted the request.
  - (c) The State Board will meet to review the appeal no later than forty (40) calendar days following its receipt of the written appeal. Representatives of the unit of general local government will be allowed an opportunity to make a presentation at the appeal hearing. The State Board will notify the unit of general local government of its decision within fifteen (15) days of the hearing.
  - (d) If appeal to the State Board does not result in designation as a LWIA, the unit of general local government may then file an appeal with the Secretary of Labor pursuant to sections 661.280 and 667.645 of the Interim Final Regulations. A copy of the appeal to the Secretary of Labor must also be filed with the State Board."
- b. Tennessee will require the following LWIAs to cooperate, coordinate services, share information, and jointly develop regional plans in addition to their LWIA plans:
- LWIAs 2, 3, & 4
  - LWIAs 8 & 9
  - LWIAs 11 & 12

The purpose of this regional planning is to facilitate the provision of services to both employers and clients when their interests and needs extend beyond the boundary of a single area. Each of the depicted regions has a labor market and commuting pattern that extends into each of the listed LWIAs. Each of the affected LWIAs will share labor market information and provide support services as needed across LWIA boundaries. In their plan, the areas will describe how they will coordinate provision of one-stop services, including transportation and other supportive services, so services are accessible across local area boundaries. Regional planning will result in benchmarking broad performance measures that go beyond WIA youth, adult, and dislocated worker outcomes. Technical assistance is available to the LWIBs to facilitate joint strategic planning.

- c. Selection of Service Providers for Individual Training Accounts.
  - i. The Governor has designated the Tennessee Higher Education Commission (THEC) as the agency responsible for carrying out the responsibilities of coordination, development, and maintenance of the Eligible Training Provider list. The process for selecting eligible providers is initiated through an application to the local workforce investment board. The board will approve or deny applications based on specifications in the request for proposal. The notification to the applicant will include the reasons for the denial or approval of the proposal.

#### Initial Eligibility

Some providers are automatically eligible for the first year; however all providers must submit application to the LWIB to become certified to provide training through ITAs. Providers who are automatically eligible for the first year include:

- A post-secondary education institution that is eligible to receive Federal funds under title IV of the Higher Education Act of 1965 and provides a program that leads to an associate degree, baccalaureate degree, or certificate, or
- An entity that carries out programs under the Act commonly known as the National Apprenticeship Act (this will include universities, colleges, community colleges, some proprietary schools and apprenticeship programs registered with the Bureau of Apprenticeship and Training within the U.S. Department of Labor).
- A public or private provider of a program of training services that provided services under JTPA, and is not an administrative

entity of WIA (unless a waiver has been granted).

Providers without a track record of success are afforded an opportunity to become providers. However, there is concern that without strict standards some providers with a large potential for failure may inadvertently become certified. To prevent this from occurring, Tennessee will require that potential providers without a track record of success will have to meet a set of minimum standards already developed by the Tennessee Higher Education Commission for post-secondary educational institutions. Those standards for initial eligibility are:

- The quality and content of each course or program of instruction, training or study shall be such as may reasonably and adequately achieve the stated objective for which the course or program is offered;
- The applying provider must supply adequate space, equipment, instructional materials and personnel to provide education of good quality;
- The education and experience qualifications of personnel and instructors must be such as may reasonably ensure that the students will receive education consistent with the objectives of the course or program of study;
- The program provider should supply students and other interested persons with a catalog or brochure containing information describing the programs offered, program objectives, length of program, schedule of tuition, fees, and all other charges and expenses necessary for completion of the course of study, cancellation and refund policies, and such other material facts concerning the institution and the program or course of instruction as are reasonably likely to affect the decision of the student to enroll therein, together with any other disclosures specified by the local workforce development board and/or defined in the rules and regulations; and that such information is provided to prospective students prior to enrollment;
- Upon satisfactory completion of training, the student should be given appropriate educational credentials by the institution, indicating that the course or courses of instruction or study have been satisfactorily completed by the student;
- Adequate records should be maintained by the provider to show attendance, progress or grades, and satisfactory standards

should be enforced relating to attendance, progress and performance;

- Facilities should be maintained and operated in compliance with all pertinent ordinances and laws, including rules and regulations adopted pursuant thereto, relative to the safety and health of all persons upon premises. All facilities will be physically accessible and meet the requirements of 29 CFR Part 37, and Section 504 of the Rehabilitation Act;
- The provider should be financially sound and capable of fulfilling its commitments to students;
- Neither the provider nor its agents shall engage in advertising, sales, collection, credit or other practices of any type which are false, deceptive, misleading or unfair;
- The chief executive officer, trustees, directors, owners, administrators, supervisors, staff and instructors should be of good reputation and character;
- The student housing owned, maintained or approved by the provider, if any, should be appropriate, safe, and adequate;
- The provider should have a fair and equitable cancellation and refund policy; and
- No principal party involved should have ever been associated as a principal party, owner or administrator in any post-secondary educational institution which ceased operation with a resulting loss of time or money for enrollees in such institution.

At the time application is made for authorization to operate, or for renewal thereof, the local workforce development board may require the provider to file a good and sufficient surety bond in the amount of ten thousand dollars (\$10,000) for in-state institutions and twenty thousand (\$20,000) for out-of-state post-secondary educational institutions that will provide all or part of their instruction in Tennessee, including out-of-state institutions which begin operation of branch campuses in Tennessee, or such other sum as may be provided by the Local Workforce Development Board. Institutions providing primarily religious instruction or not organized as private post-secondary educational institutions shall maintain a ten thousand dollars (\$10,000) institutional surety bond. Such bond shall be executed by the applicant as principal and by a

surety company qualified and authorized to do business in this state.

Subsequent Eligibility:

The initial eligibility period for a training provider will be no longer than 18 months. After this initial eligibility period, all providers of training services will be required to meet minimum performance measures established by the Governor. (The first 12 months will serve as the performance report period for the initial program year, subsequent performance periods shall end on March 30, of the contract year).

The procedures for subsequent eligibility determination will include review of program-specific performance and cost information as well as a requirement to annually meet performance levels established by the Governor.

(\*\*Minimum performance levels will be developed prior to the start of initial program year and submitted to the Governor for approval).

In order to be determined subsequently eligible to receive WIA funds, a provider must submit to the Local Workforce Development Board (LWIB) verifiable program-specific performance information consisting of:

- Program completion rates for all individuals participating in the applicable program;
- Percentage of all individuals participating in the applicable program who obtained unsubsidized employment, which may also include information specifying the percentage of individuals who obtained unsubsidized employment in an occupation related to the program of training, and
- The wages at placement in employment of all individuals participating in the applicable program; and
- Information on program participants who received assistance under Section 134 (which describes the use of funds for employment and training activities):
  - percentage of participants who have completed the applicable program who are placed in unsubsidized employment;

- retention rates in unsubsidized employment of participants who have completed the applicable program, six (6) months after the first day of the employment;
- wages received by participants who have completed the applicable program, six (6) months after the first day of the employment involved, and where appropriate the rates of licensure or certification, attainment of academic degrees or equivalents, or attainment of other measures of skills of the graduates of the applicable programs; and
- Information on the programs cost (e.g., tuition, fees, books, supplies, and tools) for participants in the applicable program.

In making determinations of the subsequent eligibility, Local Workforce Investment Boards (LWIB) will take into account:

- The specific economic, geographic, and demographic factors in the local areas in which providers seeking eligibility are located, and
- The characteristics of the populations served by providers seeking eligibility, including the demonstrated difficulties in serving such populations, where applicable.

### Appeals

If a LWIB rejects an application for initial eligibility determination for a program of training service, the board must provide notice with the letter of rejection of the reasons for rejections as well as the availability of an appeal process.

- Local Appeals. Each LWIB shall develop a written appeal process. The procedure shall include an opportunity for a hearing, with a final written decision on the appeal to be provided within 60 days of the date of the LWIB's receipt of the request for appeal. A provider claiming that it was denied a hearing shall have the right to file a grievance.
- State Level Appeals. A determination by the State that a provider is not eligible to receive WIA funding may be appealed. The written request for an appeal must be received by the State within 30 days of



the date of the provider's written determination of eligibility notification.

- A hearing shall be conducted by a hearing officer employed by the State agency that maintains the list of eligible providers, with a final written decision to be provided within 60 days of the State's receipt of the request for a hearing.
- ii. An ad hoc committee comprised of representatives of the TDOL&WD, the Tennessee Board of Regents, and the Tennessee Higher Education Commission developed Tennessee's criteria to be used in certification of providers of training programs. They submitted the results of their deliberations to the Implementation Committee established to oversee WIA implementation in Tennessee. The Implementation Committee is comprised of individuals from various state governmental agencies as well as representative of two of the current Service Delivery Areas. The Implementation Committee reviewed the criteria over a period of several weeks then released it for public comment. Comments were specifically sought from community college, technical schools, the Tennessee Association of Independent Colleges and Schools, and the current JTPA administrative entities. The solicitation of public comment included direct contact with those entities specifically mentioned in the Act. Those entities were specifically sought out for comment on the Individual Training Account policies and procedures. The Association of Independent Colleges and Schools distributed the policies and procedures to all of its members within the state and asked their members to comment. When the policies and procedures were developed there were no Local Workforce Investment Boards in place within the state. Therefore, the inclusion of the SDA personnel was crucial to the process as they were often representative of future WIA administrative entities and were expected to share the criteria with their respective PICs. All responses received were reviewed and considered. Several comments were adopted into the criteria.
- iii. Programs will be checked by the LWIB to verify enrollment, the number of completers, and placement of completers. Short-term programs (three months long or less) will be checked quarterly; long-term programs (over three months long) will be checked once a year. For more information regarding how the provider list will be maintained please refer to paragraph vi below.
- iv. Tennessee will require at a minimum that the performance information and program cost information required by Section 122 (b) and (c) shall be available to all persons seeking services through the use of Individual Training Accounts (ITA). The required information includes:
- Program completion rates for all participants in the subject program conducted by the provider;

- The percentage of all individuals participating in the program who obtain unsubsidized employment;
  - The wages at placement in employment of all individuals participating in the program;
  - The percentage of participants who complete the subject program and are placed in unsubsidized employment;
  - The retention rates of participants who are placed in unsubsidized employment after completing the program, six months after initial date of the employment involved;
  - The wages received by participants who have completed the subject program, six months after initial date of the employment involved;
  - Where appropriate, the rate of licensure or certification, attainment of degrees or equivalents, or attainment of other measures of skills, of the graduates of the subject program; and
  - Information on program costs for participants in the subject program.
- v. The Tennessee Higher Education Commission's experience and infrastructure in serving as the state-licensing agency for post-secondary institutions, overseeing and authorizing schools which offer training and education in our state and maintaining the list of those institutions means that Tennessee is well positioned to provide customers with access to a statewide list of eligible training providers and their performance information.
- vi. A training provider must deliver results and provide accurate information in order to retain its status as an eligible training provider. If the provider does not meet the established performance levels, it will be removed from the eligible provider list. A LWIB must determine whether a provider meets performance levels. If the provider fails to meet such levels, the provider must be removed from the local list. The designated State agency upon receipt of the performance information accompanying the local list, may remove a provider from the State list if the agency determines the provider failed to meet the levels of performance established by the Governor. Providers determined to have intentionally supplied inaccurate information or to have subsequently violated any provision of WIA or its regulations may be removed from the list.
- d. Tennessee's capacity to deliver high quality employment statistics information to job seekers and employers has been significantly enhanced by the availability of new labor market information products developed through participation in multi-state consortia and internally in Research and Statistics.

Tennessee has participated actively in two consortia - the LMI Access and the Short Term Forecasts as well as implementing all the Bureau of Labor Statistics initiatives to improve data collection quality and systems. The LMI Access consortium has developed a software product for job seeker and employer use called The Source in Tennessee. Labor market information has been placed on

the department's home page, and fax-on-demand technology has been implemented. The major products available for use in the one-stop setting are listed below:

- The Source, a comprehensive Labor Market Information electronic delivery system for the job seeker and the employer as well as for analysts and technicians. The Source is Tennessee's product from a consortium of 18 states led by the state of Washington, nationally recognized in the use of electronic technology. The Source provides a single one-stop source for demographic, economic, and labor market information for the state. The two key modules are (1) the Job Seeker, for understanding the job market, identifying potential employers, and conducting an effective, self-directed job search; and (2) Inquiry, which allows quick responses to requests for customized labor market information for employers and others and supports the state's economic development effort. Phase II of The Source is an Internet system.
- **Labor and Workforce Development's internet home page**  
<http://www.state.tn.us/dol-wfd>, has up-to-the minute information on employment and unemployment, wages, publications, and important reference information on affirmative action.
- **The ALMIS Employer Database on CD-Rom.** Due to a special three-year contract with a consortium of states, Tennessee one-stop centers have available for \$249 a national employer database of more than 10,000,000 businesses, which is continually updated and reissued every six months.
- **Fax-on-Demand System.** Available 24 hours a day, seven days a week, the fax-on-demand system allows a person to receive a facsimile of the most frequently requested data and publications produced by Research and Statistics. The reports include monthly and annual average labor force and unemployment data, affirmative action information, employment by industry and wage survey information. The number is 615-741-4712.
- **Labor Market Publications, as available.** Current publications, including the monthly newsletter and publications on wages and projections such as the "Tennessee Job Outlook in Brief" series, are listed in the Labor Market Information Directory.
- **Consultation with Employers and Localities.** Local labor market analysts are available to Local Workforce Investment Boards for consultation on labor market issues and economic statistics.

Major improvements in statistical products through the Bureau of Labor Statistics have included implementation of the Occupational Employment Statistics Wage Survey program. Publications are done annually for the state and 11 sub-state areas,

including all MSAs. In addition, data for 15 balance of state areas are available electronically through the Source. Implementation of the NAICS program is on track.

The ALMIS database, the basis of The Source product, has 31 databases that have been populated with all currently available non-confidential data from all the Bureau of Labor Statistics programs including current employment statistics, industry employment data, labor force data from the Local Area Unemployment Statistics program and historical data from the ES-202 program. Long term industry and occupational projections data for the state and sub-state areas have also been produced using statistical software developed by national consortia. Other areas of improvement include development of statewide short-term forecasts, which are not yet available in the ALMIS database. Tennessee has been a lead state in developing improved short-term forecast software.

A study was completed within the last year highlighting ways to improve the delivery of labor market information to persons with special needs. Implementation of improvements will be tied primarily to moving forward with Internet products.

Capacity building and marketing of labor market products has been an important focus, with distribution of the Source focused on labor market field analysts, Career Centers, high schools, community colleges and technical institutes, academic researchers, vocational rehabilitation offices, and to the extent possible, Job Service offices. Orientation and training for these user groups is available as staff time permits.

Implementation of improved Internet services is an important focus of internal Research and Statistics activity as well as LMI consortium activity.

e. Work Test and Feedback Requirements for UI Claimants

Regularly scheduled feedback and coordination between the Unemployment Insurance (UI) and Employment Service (ES) staff will ensure prompt and thorough application of the Work Test. The registration and tracking process of UI claimants will be fully automated. ES staff will immediately post both employment referral and results of referrals of affected claimants. Automated reports will be generated by Information Technology and continuously updated to notify local office staff of referral results. The automated system will include the following information:

- Applicant Refused Job Referral
- Applicant Failed to Respond to Job Service Call-in Notice
- Applicant Failed to Report for Work
- Applicant Failed to Report for Job Interview
- Applicant Refused Job Offer

The enhanced reporting and tracking system will facilitate compliance with the Unemployment Insurance Work Test requirements.

f. Eligibility Review Program

When a client is selected for eligibility review the Wagner-Peyser staff participate only to the extent required to assure that claimants receive every opportunity to gain suitable employment through assessment, referral, placement, and the full range of Wagner-Peyser services. As in the response above concerning Work Test and Feedback requirements the issue of follow-up on UI eligibility is addressed through the collocation of staff.

C. Assessment of Strengths and Improvement Opportunities

1. Tennessee's primary strength in developing a workforce development system that effectively meets customer needs is manifested in its vision and desire to bring about appropriate change in its present system and its recognition for expediency in doing so. The Tennessee Workforce Development Board has developed a five-year vision for workforce development. In order to progress in meeting the Board's vision for workforce development, Tennessee addressed its organizational structure. This reorganization was recommended by the Board and approved by the governor. Through a bipartisan effort legislation was introduced that combined the Departments of Employment Security and Labor into a new agency titled the Department of Labor and Workforce Development. Also included in the legislation was the transfer of the Adult Literacy and Food Stamp Employment and Training programs to the new agency. The legislation was passed in May 1999 without a dissenting vote in either house of the legislature.

An unexpected outcome of such reorganization is the effective resolution of issues related to the existing physical and logistical fragmentation of service delivery between the various agencies and departments. As the focus of our combined business outcomes has changed, so should our processes and accordingly, our supporting structure.

Clearly, a structure that supports a more cohesive approach to the workforce development mission will encourage and enhance the collaboration of all of the workforce entities.

To further accomplish the vision of the Board and the WIA, Tennessee must increase its ability to attract and maintain the active involvement of employers and the private sector in the system. Tennessee will endeavor to inspire an increased affiliation and a higher level of client ownership of the system in both employers, labor, chambers of commerce, economic development organizations, and business organizations.

TDOL&WD has a strategically oriented State Workforce Development Board and an effective planning process that focuses on addressing the needs of various customers in the State. The structure of the current system is based on strengthening the links of the delivery system and building a system that is seamless, integrated and responsive to the needs of local communities.

**Key strengths:**

- Strong customer focus;
- A statewide connective infrastructure;
- A commitment to accessibility;
- Leadership in technology, training and service delivery;
- Highly motivated and outcome driven and outcome oriented service providers;
- A planning process that exhibits partnership and commitment to excellence with all the partners who deliver youth and other services;
- Career centers that recognize that developing the workforce is a priority to the State;
- Consolidating state agencies to stream line services; and
- Collaboration with other state and local agencies in developing the framework for the Workforce Investment System.
- Leadership in providing guidance in local planning

**Areas for Development:**

- Move toward a full integration status with programs and advisory groups such as School-to-Work, Making It Happen, Local Vocational Advisory Councils, Local Tech Prep Council
- Effective community asset mapping to ensure all resources are utilized
- Provide uniform information and marketing regarding Career Centers, use of a single statewide logo to identify TCCs, and
- Improve capacity building system at the local level to support workforce development initiatives.

**Opportunities and Challenges:**

The challenges the State will contend with when WIA is implemented are building the capacity of local areas and coordinating resources to ensure full participation of all partners, efficiency, responsiveness and consistency to support the intent of the WIA.

2. In accordance with the Board's guiding principles the following priorities will be paramount in our efforts to achieve Tennessee's vision for its workforce development system:

- The system will be private sector driven,
- The system will be responsible, competitive, and well integrated,
- It will be customer focused and performance based,
- To the maximum extent possible, it will be guided by local decision making, and
- Participation from all stakeholders will be emphasized.
- Develop a seamless statewide system

A priority the State has is to transition the current system toward the vision developed for youth in the establishment of a strong Youth Council in all local areas. Strategies will include outreach and marketing the program to youth and local communities interested in youth development, staff development, and cross training of staff directly involved with youth activities. They will also include establishing partnerships with public and private entities that serve youth and the development of performance measures. Local youth councils will include parents and youth including local educational institutions to have input in all issues concerning the development of youth.

The State recognizes the importance of communication between the partners involved in the delivery of youth services and will discourage duplication of efforts. Sharing information will enhance local achievements and/or ensure the states and local communities success with the Act. Technical assistance, regularly scheduled meetings and local quarterly reporting will be adopted to keep the lines of communication open.

Other priorities for Tennessee include emphasis on interagency collaboration. As a result of the department reorganization, the interagency collaboration component of TDOL&WD's Planning and Accountability division will study ways in which TDOL&WD can collaborate with other state agencies to enhance the State's service to the private in providing streamlined, efficient public services. As our vision stated, a Workforce Development System must be created that fully utilizes the experience and innovative resources of the public sector. Our department is in the process of fulfilling this vision, however it has been only months since our reorganization and we will need time to begin implementation.

The Governor is insistent that the state establish competitive state and local performance measures to maximize the return on taxpayers' investment. Once the Case Management Activity Tracking System (CMATS) application becomes operational, Tennessee will be able to measure cost per placement, a performance measure of high priority to the Governor. In addition, the CMATS application will provide "real time" performance information for state and local workforce investment systems.

## IV

### STRATEGIES FOR IMPROVEMENT



Improvement in the delivery of services is the primary goal of the WIA. This portion of the WIA and Wagner-Peyser strategic plan addresses that goal. It is anticipated that this section of the plan will receive numerous modifications over the five-year life of the plan.

#### A. Leadership

1. The state has taken steps to improve operational collaboration of workforce investment activities and other related activities and programs by merging the Department of Labor, the Department of Employment Security, the Adult Education program from the Department of Education, and the Food Stamps Employment and Training program from the Department of Human Services into one department, the Department of Labor and Workforce Development (DOL&WD). By having all of these services and programs under one leadership, we have a more concentrated focus on integration and coordination and are able to more closely collaborate and leverage federal and state resources. We work together in planning and delivering the services of job-training, employment, employment related educational programs, health and safety and unemployment insurance programs in the state.

Moreover, in establishing this new department, Tennessee has created a specific division whose primary focus is interagency collaboration, performance accountability and strategic planning, the Division of Planning and Accountability. This division focuses on both external strategic planning with WIA partners and internal strategic planning for the department at large. Planning and Accountability tracks and evaluates WIA performance of the state and local areas and works with other state workforce investment related agencies and programs to build stronger partnerships.

At the local level, the state will assist Local Workforce Investment Boards in the Memorandum of Understanding (MOU) process. The state is providing MOU guidance for local areas and will provide technical assistance to local areas as they develop MOUs. We will provide technical assistance to local boards throughout their planning process by utilizing DOL&WD field staff to serve as liaisons between our department and the chief elected officials and local boards. In addition, central office staff in the Employment and Training section and the External Planning and Performance section will assist local areas in technical assistance.

The State Board and agencies will eliminate existing State-level barriers to coordination by bringing these issues before the state implementation committee, which consists of representatives of all state workforce development stakeholders. This group is committed to working through problems as a team. In addition, the division of Planning and Accountability will have a customer service web-site where we will field concerns and receive continuous improvement suggestions from our state and local level workforce development partners and customers on how agencies can work more efficiently together.

2. The state will assist local areas in the evolution of existing local Tennessee Career Center one-stop delivery systems by continuing to provide technical assistance to One-Stops which open before July 1, 2000 across the state through Tennessee's federal One-Stop grant. A total of 14 full service, comprehensive One-Stops are scheduled to be open by July 2000. Several satellites will also be opening thereafter. In Section III b.1.h.i., our plan addresses specific policies and statewide requirements regarding One-Stop systems. Technical assistance has been and will be provided by means of the state One-Stop office staff which conduct quarterly progress reviews of local One-Stops and consistently communicate with local area leaders in One Stop implementation. When local areas have problems or concerns, they contact the state office staff which assist in resolving issues as speedily as possible. Should local areas need the state's assistance in coordinating programs, the individuals also listed in Question 1 (those designated to provide technical assistance) will assist as needed. Regarding the availability of state funding for One-Stop development, most of the state's remaining, third year One-Stop implementation grant resources will be targeted toward technology and creating our career center system.
3. The state will give local areas flexibility in building the capacity of their local boards and youth councils to develop and manage effective programs. The state Implementation Committee and the Planning Committee of the Workforce Development Board have examined policy that will be disseminated to local boards regarding board membership and consistency. The state will also enable local areas, boards and youth councils to develop and manage effective programs through the use of Tennessee's Case Management Activity Tracking System (CMATS). CMATS will offer real-time performance data for the state and local areas. This system will allow efficient monitoring of program effectiveness and accountability. Also, at the state level, agencies such as the Division of Vocational and Technical Education (Carl Perkins) and employment and training (WIA) collaborated in addressing common performance indicators for youth. The goal of establishing strong linkages with the Department of Education at the state level will be shared with local boards. Local plans will be reviewed for strong evidence of the linkage between local boards and the local education system. This collaboration will assist local youth councils as they work to develop effective education programs.

The State will provide leadership at the state level through a youth committee to encourage partnering between private sector, local school systems, LWIAs, local housing authorities, juvenile justice agencies, parent associations, etc. State counterparts of the local youth council members will meet on a regular basis at the state level to discuss and resolve issues related to the local council. These issues and solutions will then be presented to the State Board. Required agencies will work together to support local efforts.

Capacity Building for local youth councils will be initially addressed through identification of special needs of the Youth Council in partnership with local partners and the local board. The State has established a Youth Committee comprised of local and State representatives of Job Corps, Vocational-Technical Education, Department of Children Services, Department of Human Services and a representative from Housing and Urban Development. Regular meetings have been conducted in the development of this plan and in devising plans for policy issues. In the future, workshops and conferences will be conducted to include large local participation as the system transitions to WIA. The state will give local areas flexibility in building the capacity of their local boards and youth councils to develop and manage effective programs. The state Implementation Committee and the Planning Committee of the Workforce Development Board have examined policy that will be disseminated to local boards regarding board membership and consistency. The state will also enable local areas, boards and youth councils to develop and manage effective programs through the use of Tennessee's Case Management Activity Tracking System (CMATS). CMATS will offer real-time performance data for the state and local areas. This system will allow efficient monitoring of program effectiveness and accountability. Also, at the state level, agencies such as the Division of Vocational and Technical Education (Carl Perkins) and Employment and Training (WIA) collaborated in addressing common performance indicators for youth. The goal of establishing strong linkages with the Department of Education at the state level will be shared with local boards. Local plans will be reviewed for strong evidence of the linkage between local boards and the local education system. This collaboration will assist local youth councils as they work to develop effective education programs.

4. The State of Tennessee does not intend to request an extension of the existing authority that will expire June 30, 2000. Current waiver authority for the most part has applied strictly to the funding silo and will not assist in removing barriers across programs. However, the state will evaluate the workforce investment system for at least six months and may apply for a waiver under work-flex. Any waiver sought in the future will ensure that workforce investment efforts blend with the programs of the required and optional partners' programs in the Career Centers. A few of the obstacles that could be eased through waivers are the removal of separate reporting requirements and separate performance measures that work against integrating the delivery system of services. Currently, the state will address obstacles in the Career Centers through policy issuance.

## B. Services

1. The Tennessee Department of Labor and Workforce Development will maximize the use of funds retained for statewide activities through increased outreach and marketing, staff cross training, partnering with private and public agencies serving targeted population. The State will have a Case Management and Activity Tracking System (CMATS) when Workforce Investment is implemented. This

system is web enabled and will capture data on services provided and also track funds expended for training the adult and dislocated worker population. Below are activities that will be carried out with funds allotted under Section 132.

- The state, in coordination with local boards and local elected officials, will provide training opportunities for growth and demand occupations to all adults and dislocated workers determined to be in need of these services.
  - Distribute incentive funds to local workforce investment areas that have met or exceed the agreed to performance measures set for the Local Workforce Investment Areas and other criteria.
  - Limited demonstration projects will be evaluated and may be funded with local apprenticeship programs to implement the best practices and outcomes of training and placement programs.
  - Statewide rapid response activities will be conducted in coordination with local rapid response specialists assigned in the local areas.
  - The Technical Assistance Unit of the Tennessee Department of Labor and Workforce Development will assist staff in the Local Workforce Investment Areas with any deficiencies detected in the system. Also, results from monitoring reviews of local areas with less than the minimal performance standards may trigger the need for technical assistance.
  - TDOL&WD will assist employers statewide in understanding the Workforce Investment Act and their important role in supplying information about the availability of job openings. Also, TDOL&WD will ensure employees understand the state's responsibility for workers' training and ensuring a ready and able workforce.
  - The state will be in coordination with the local workforce investment areas' report on workforce investment activities in order to increase levels of performance and customer satisfaction.
  - The state will provide current information on training service providers in each of the career centers including cost of training and a list of training services. For customers who need additional assistance, case managers in the career centers will provide additional assistance and information. Through this process, customers will be enabled to make sound decisions about their career choices.
2. TDOL&WD will continue to emphasize its basic labor exchange function as required under Section 7(a) of the Wagner-Peyser Act, as amended by the Workforce Investment Act of 1998. These functions consist of, but are not limited to, assessment and counseling, testing, occupational and labor market information, job referral, job search assistance, and placement. Tennessee may provide special recruitment or technical services to employers, if requested. To support these primary activities, Tennessee will maintain a strong program evaluation process.

All Wagner-Peyser services in Tennessee, including local offices and TCCs, are delivered by merit employees. TDOL&WD insures compliance with the federal

merit staffing requirements. Also, TDOL&WD ensures compliance with the Drug-Free Workplace Certification, 29 CFR 98, and the Certification Regarding Lobbying, 29 CFR 93.

Tennessee will strive to coordinate the delivery of Career Center partner services through the memorandum of understanding process. Career Center partners will deliver core services to their clients and those services they normally deliver that are a part of the labor exchange process (referral, placement, etc.) will be provided by Wagner-Peyser staff. By limiting the provision of labor exchange services to Wagner-Peyser staff Tennessee will avoid duplication of services. All Career Center partners will execute memorandums of understanding with the Local Workforce Investment Board that will address non-duplication of services and coordination of marketing and information exchange. Tennessee through the review process will ensure the non-duplication of services.

3. WIA Title I funds will be utilized to leverage services to low income individuals and other individuals who do not qualify for services through one of the targeted programs, i.e., TANF Food Stamp, TAA, WOTC, Welfare to Work, etc. WIA funds will be used to serve those individuals who do not fall within a particular targeted group, this serves to expand and maximize the services to meet the needs of other non-targeted individuals.

Both mandatory and optional partners will provide a proportionate share of the One Stop Career System operating cost and other related expense.

Universal access to services through the One-Stop System is available through Wagner-Peyser funded activities. WIA funds will be utilized to expand these services. However, it is anticipated that the majority of core services will be provided with Wagner-Peyser funds, which will further conserve WIA dollars for additional activities.

WIA funds will also assist in the leveraging of services to employers by both providing and promoting activities that encourage employers' usage of the One Stop delivery system. This will be accomplished through a variety of forums, including meetings, work or job fairs, local area development networking, and other activities conducted by the local area employer representatives. Employer participation will be aggressively pursued in all related aspects of the One-Stop System.

WIA funds will be leveraged for individuals who qualify for a Pell Grant or other federal financial assistance, excluding loans. By leveraging funds, WIA training assistance for individuals who do not qualify for other sources of funds will be increased.

In each instance, WIA funds will be utilized to expand activities and outcomes directed toward enhancing the overall workforce system through the provision of individualized assessment, training, work experience, skills development, and other activities that enable individuals to develop marketable skills.

Each WIB will examine the totality of resources available and channel WIA funds where they are most needed.

Ten percent of Wagner-Peyser funds allotted to Tennessee will provide services for groups with special needs and extra cost for exemplary models for delivering services. Designation of these funds will be utilized for the following activities:

- Tennessee Career Centers (TCCs) - Joint implemental costs for integration of Wagner-Peyser services into the one-stop system, including shared costs (administrative) for facilities, services, and salaries of merit employees.
- Labor Market Information - The Research and Statistics (R&S) Division is a major information source on the economic climate of Tennessee and its counties. The data produced in R&S is used by community planners, educators, government agencies, local chambers of commerce, individuals, and employers who are considering plant expansions or new markets. The products that are distributed include, but are not limited to, the following: (1) Occupational and wage publications by geographic area; (2) Specialized labor market information for the Department of Economic and Community Development for industrial recruitment purposes; (3) Response to approximately 30,000 requests for labor market information yearly; (4) Labor market presentations to different audiences; and (5) Consulting and provision of labor market information to TCCs. Electronic products will include “The Source”.
- Memphis/Shelby County Public Library – The Memphis/Shelby County Public Library broadcasts the local job listings daily on cable television. Job seekers record the job order numbers that they are qualified for and contact the local office. This service enables an employer’s job listing to reach a much broader audience and also gives job seekers exposure to available job openings.
- Employer Support - The ability to deliver services to qualified applicants depends on productive relationships developed between TDOL&WD staff and employers. Promoting TDOL&WD services is the primary way staff members develop those relationships to their fullest potential. Our team members work intensively to accomplish the following goals: (1) To enhance relationships with employers currently served through job service and unemployment insurance programs; (2) To develop job opportunities for job applicants by encouraging more employers to list job openings in the statewide computerized job bank; (3) To assist employers in recruiting

qualified workers; (4) To provide services requested by employers based on their specific needs; (5) To participate in community efforts that promote labor exchange and educational opportunities for employers and community based educational meetings; and (6) To promote maximum use of TDOL&WD services.

These objectives are accomplished by one-on-one employer visits and community based meetings. Approximately 275 employer meetings are sponsored by Job Service Employer Committees (JSECs) each year. JSEC is a statewide network of local business representatives who provide input on employee and employer needs. This organization promotes customer-focused service and provides educational opportunities on employment-related issues.

TDOL&WD, JSECs and local community organizations such as Chambers of Commerce and community colleges co-sponsor Job Fairs and "Making It Happen" employability skills development and marketing workshops.

- “Making It Happen” - "Making It Happen" is a program designed to give high school seniors a head start in their transition from school to work. The program goals include the following: (1) To teach students self-marketing skills and workplace values; (2) To provide a direction for their future and the knowledge to make a smooth transition from school to the workplace; (3) To provide employment opportunities in their own communities through employer involvement; (4) To provide linkage between employers, students, and educators; and (5) To provide awareness of real work ethics through employer participation at the local level, creating renewed community involvement.

Facilitators from the local offices conduct the intensive six-week course. The success of the program relies upon a total education/employer/community commitment and desire for the program.

- Job Service Improvement and Automation - TDOL&WD will engage in an aggressive Employment Service Improvement effort over the coming years. Plans are to develop model offices through team planning and pilot projects. These will enable the agency to fully use the service improvements and efficiencies associated with integration of America's Job Bank/America's Talent Bank (AJB/ATB) into Job Service operations. TDOL&WD plans to deliver these core services all over the state through a network of electronic communication, automated client notification, and Internet technology.
- Worker Profiling – Offers job search assistance to those persons identified by profiling as needing additional services.
- Computer Training Plan - In order to improve computer literacy among staff, TDOL&WD is sponsoring a training initiative, which is computer based and

CD ROM interactive. This training can be done onsite. Five different programs are available: Introduction to PCs, Windows 95, Microsoft Word, Excel, and Access.

The software will be provided to all 75 full-service Employment Service offices located statewide. The benefits of this program are as follows: (1) The on-site material serves as an on-going reference for all staff members; (2) Staff can be trained at their own speed; (3) The in-office training eliminates the need for employees to travel and be "off-site" for training; and (4) The training affords the ability to track and ensure a proficiency level in the course material.

- Workforce Investment Act - Salaries of TDOL&WD management involved in the implementation of WIA are paid from this fund.
- Targeted Areas with High Unemployment – Central office staff will monitor identified areas of high unemployment in the state to insure needed services are furnished to local area offices to better enable them to meet the increased workload. Coordination with local business and governmental leaders will insure that we are providing the proper mix of services in the area. If necessary, additional staff, office hours or space may be provided.
- Case Management Activity Tracking System – The State of Tennessee is developing an interactive Case Management Activity Tracking system (CMAT). The first implementation phase is scheduled for July 2000. This system will allow the users to view and report on multiple program activities. This new capability will provide management with an excellent tool for performance decision making. The CMAT system will provide architecture to allow maximum flexibility to add support for new programs. The system will allow for the collection of information to measure the performance of the TCCs and providers in meaningful and quantitative ways. Performance measurements require that financial information be integrated with the case management data. The CMAT system will include a total integration of the automated labor exchange system currently in use and will replace it upon completion. This system will provide additional capabilities to TCC and Job Service staff utilizing the labor exchange function to match job seekers and job openings. It will accomplish this through enhanced computer matching capabilities and automation of referrals, registration and job order processes.

It is anticipated that the CMAT system will provide the basis for a “common intake” system for delivery of job related services to the citizens of Tennessee. The system will address the need to provide all partner departments with client data necessary to their program(s). The CMAT system will bring the various State agencies program information to a unified platform, therefore allowing comprehensive analysis, reviewing and reporting that has not been achievable in the past.



- America's Jobline – The Jobline system provides job seekers with access to all job orders listed in America's Job Bank via the telephone. This service is useful to the visually impaired and others on completely equal terms providing prompts, information and job listings in full-word speech.
  - Education Edge – Education Edge is a partnership for lifetime learning that ensures students have the edge to succeed in the classroom and in a career. The goal of the program is to raise academic achievement for all students and to provide them with career development opportunities. It is being implemented in Tennessee primarily by local Community Partnerships of parents, educators, employers, elected officials, and other leaders throughout the state.
  - Service by Design - TDOL&WD is currently involved in providing the second phase of customer service training for all employees statewide. This training, called "Simply Better - Service by Design," is being introduced statewide to impart the principles of continuous quality improvement and to show how to apply these principles to day-to-day program management operations. This training will serve to: (1) Provide training that equips TDOL&WD staff to begin to build effective teams that identify customer expectations and improve service delivery; and (2) Continue the customer-focused training by providing "next step" classes.
4. The Tennessee Department of Labor and Workforce Development will continue to refine the policies and strategies to identify the needs of individuals who will need assistance to be productive citizens of their communities. Tennessee's ultimate goal is to create a universal seamless, customer focused, performance based system.

This will be achieved through constant evaluation and assessment of program effectiveness, customer satisfaction surveys, and employers' input and performance outcome reports. Cross training of staff will provide an environment of shared responsibility and less confusion to customers. Marketing and outreach will be another vehicle to expand awareness of the public and private sector and to increase their interest as well as in the past on the services rendered in their communities. The results of customer surveys and constant improvements to the system will ensure non-discrimination and equal opportunity.

- **Displaced Homemakers:** Displaced homemakers may be served through several funding options. Previously under the Job Training Partnership Act, displaced homemakers in Tennessee who were served under the dislocated worker program may continue to receive services to meet their needs. Also, as described in the Carl D. Perkins Vocational and Applied Technological Act in WIA, displaced homemakers can have access to vocational education

programs that provide high skills and high occupational wages. The Career Center will also provide guidance, assessment for core and intensive services and disseminate information on training providers for displaced homemakers who need additional training services.

- Dislocated workers: Dislocated workers will receive an array of services that will meet their needs and enable them to return to work as quickly as possible. It will begin with the rapid response services where workers will be informed about several types of services at mass meetings. When they come to the Career Centers or other local satellite offices they will have been informed of the options they have in pursuing employment. Core and intensive services will be available for dislocated workers who do not need retraining services to gain employment. Training and retraining services will be provided for those who have obsolete skills and would not be employed without additional training. The state will also work very closely with the Tennessee Department of Economic and Community Development to develop strategies to avert plant closures and to cause the early identification of worker dislocation.
- Low-income individuals: Low-income individuals in Tennessee who need basic services will be served through the Welfare-to-Work or Families First (TANF) program. The Tennessee Department of Labor and Workforce Development coordinated the Welfare-to-Work and JTPA programs. The experiences gained from directing this program will assist the state in developing effective policies that will continue to motivate low income and public assistance customers to become self-sufficient. The adult program will be coordinated with the Welfare-to-Work program in meeting the total needs of customers. The staff of the Tennessee Department of Human Services was involved in the development of the Career Centers and in the development of policies to avoid duplication of efforts and to create a seamless system for the customers. Low-income customers will be able to access core and intensive services at the Career Centers. This includes the listing of job orders if customers are determined to possess the skills for the job. Individuals who need retraining services will be given sufficient information including guidance counseling services, to make better decisions in choosing training services.
- Individual training for non-traditional employment: Non-traditional employment is gender based where 25 percent of the opposite gender is represented in an occupational field. TDOL&WD will encourage service providers to inform male and female customers about non-traditional employment. Labor councils that usually offer these services in Tennessee have supported the training needs of women who otherwise will not have chosen male dominated occupations. The department will continue to encourage service providers and counselors at the career centers to provide information on the opportunities for training and job openings in non-traditional occupations.

- Other Individuals with Multiple Barriers to Employment: Individuals with multiple barriers to employment will be provided with basic skills including literacy programs. Since most customers with multiple barriers will need several support services offered, there will be a continuum of education, training and counseling to enable self-sufficiency and positive outcomes. State guidance and policies targeted to assist this population will be developed and disseminated statewide to the Local Workforce Investment Areas. Local Areas will also be encouraged to develop their own policies directed toward breaking the many barriers facing individuals who need assistance.
- Core services will be made available at each tier of service provided primarily through Wagner-Peyser staff and supplemented by partners. All core services will be available at designated Career Centers and local Labor & Workforce Development offices. Core services are available to the general population, including those customer segments that have special needs, such as veterans, migrant and seasonal farmworkers, people with disabilities, and older workers.
  - Priority of service to veterans will be achieved by ensuring preference in all aspects of service delivery. Veterans' preference is provided in the delivery of services to comply with the provisions of 20 CFR 653, Subpart C. Applications of qualified veterans are selected before non-veterans in the following priority: Special Disabled, Vietnam-Era Veterans, Disabled other than Special Disabled, all other qualified veterans and other eligibles.
  - Although Tennessee has not been designated as a significant state for migrant and seasonal farmworker activity, equitable service will be provided to migrant and seasonal farmworkers at all service delivery points. Full service to migrant and seasonal farmworkers will be assured through the coordination of activities with the state monitor advocate.
  - All service delivery points will have a designated special applicant services representative to ensure that equitable services are provided to the selected target groups including people with disabilities and older workers

Each service delivery point will ensure non-discrimination and equal opportunity to everyone. The policy and procedures at each service delivery point will be carefully monitored and reviewed to comply with federal and state laws prohibiting discrimination of any kind.

5. The TDOL&WD will encourage and propose general guidelines for providing training services for those considered most in need in the local areas. The general population who access adult funds are usually also eligible for other programs such as Welfare-to-Work or Families First (TANF). Therefore, the

state will require Local Investment Areas to make use of all appropriate funding sources to meet the needs of those who are also eligible for adult funds. The state will also request that each investment area use all of its resources from other programs efficiently to serve the needs of persons seeking retraining services. If seventy five percent (75%) of adult funds have been obligated before the end of the third quarter of the Program Year (July 1-June 30), adult funds will be determined to be "limited" in that LWIA. The state will require each investment area to develop criteria to determine who is most in need.

6. TDOL&WD will continue to provide special recruitment and/or technical services to employers when required or when deemed feasible. Designated staff will make on-site visits to explain services available through TDOL&WD, including tax credit programs and AJB information, to determine needs for our services, and to offer any special assistance we may provide. Also under this program, employer outreach seminars will continue to be conducted through Job Service Employer Committees (JSECs). Employers are routinely encouraged to list their job orders on AJB via employer services, press releases, and personal local office contacts. Employer contacts are coordinated by each local office manager.

TDOL&WD plans to continue its efforts to maximize employer participation in the Work Opportunity Tax Credit and Welfare to Work Tax Credit programs through the marketing and promotional efforts of the program coordinator and local office staff across the state. Periodic press releases will be made and information will be presented in the "Dateline: Labor & Workforce Development." In-person presentations will be made before Job Service Employer Committees (JSECs) and other employer groups. A video presentation is available for meetings or television promotion. Radio interviews will continue.

Tennessee is a leader in the administration of tax credit programs as evidenced by the national recognition we have received for our accomplishments in the Worker Opportunity Tax Credit program (WOTC). Applications for tax credits through the WOTC and/or the Welfare to Work Tax Credit programs are processed at the state level to assure a continuity of information and certification. Information concerning WOTC is available over the Internet at our web site. Tennessee will continue to use this process and will correct any issues that detract from the efficient administration of the programs.

Staff visiting employers on-site or contacting employers by telephone will seek information from employers regarding their personnel needs as well as their needs in other areas. These may include areas such as their need for labor market information or the possibility of assistance through other workforce programs. By asking employers about their needs we will be able to determine what services may be rendered locally to assist employers. On a

Statewide basis we will depend on labor market projections and input from various entities such as employer organizations to determine the overall needs of the employer community. TDOL&WD is currently disseminating statewide, an incumbent worker survey to assess employers' training needs.

7. Unemployment Insurance Claimant Reemployment Services will continue as a major area of emphasis. TDOL&WD utilizes a statistical model to identify UI claimants who are likely to remain unemployed/dislocated for extended periods of time. These clients are targeted for intensified services to facilitate an early return to employment, resulting in a decrease in expenditures of trust fund money. The claimants targeted for these services are referred for evaluation, training, supportive services or job development. The intensive reemployment services offered to such UI claimants are further enhanced through the use of AJB and the agency's recently implemented telephone notification system.

The state has a one-year tracking report process for profiled claimants. The report is compiled quarterly. It examines the wage files for a one-year period since the individuals were profiled.

In order to improve the scope and depth of reemployment services to UI claimants, Job Service evaluates these activities as part of the local office review process. Additionally, review staff analyzes applications to determine compliance with the work test requirements. If any deficiencies are identified, the review team makes recommendations for improvement, and the local office develops a corrective action plan that is monitored by management until the desired improvement is achieved.

8. In order to comply with 20 CFR 652.6 and with TDOL&WD policies and procedures, all local offices will have one staff member designated as the Local Office Special Applicant Services Specialist who will: (1) Provide assistance to applicants with disabilities, as needed or requested, such as application filing, referral to a TDOL&WD counselor, placement, job development, testing, and follow-up; (2) Serve as liaison with all cooperating agencies and organizations providing services to people with disabilities, such as Vocational Rehabilitation, the Veterans Administration, mayors' committees, and other concerned agencies; (3) Serve as a resource person for other local office staff serving applicants with disabilities who do not require the Special Applicant Services Specialist's personal assistance.

TDOL&WD will continue to abide by the provisions of the Tennessee Interagency Cooperative Agreement with the Tennessee Department of Human Services, Division of Vocational Rehabilitation; selected organizations; and the Governor's Committee on Employment of People with

Disabilities. The TDOL&WD Special Applicant Services Coordinator is the designated contact representative for this agency.

The Special Applicant Services Specialists in the local offices are Wagner-Peyser funded staff persons who are designated to perform the roles and responsibilities delineated in the plan and in previous Wagner-Peyser plans as:

- Provide assistance to applicants with disabilities, who request specialized assistance, such as application filing, referral to an employment service counselor, placement, job development, testing and follow-up;
- Serve as liaison with all cooperating agencies and organizations providing services to people with disabilities, such as Vocational Rehabilitation, the Veterans Administration, mayor's committees, and other concerned agencies; and
- Serve as a resource person for other local office staff serving applicants with disabilities who do not require the Special Applicant Services Specialist's personal assistance.

Attached for review are those portions of the TDOL&WD Job Service Manual that address the cooperative agreement between that agency and the Department of Human Services' Division of Vocational Rehabilitation.

9. The following services shall be available on a priority basis to all veterans and other eligibles in Job Service offices and other service delivery points wherever appropriate TDOL&WD staff are located: registration, interviewing, counseling, testing, referral to supportive service, job development, referral to training, job referral and placement.

A highly visible sign which states that veterans will be provided priority services is conspicuously displayed in an orderly manner in the public waiting areas of all TDOL&WD local offices. The review team evaluating local offices verifies that the required veteran's preference sign is properly displayed.

When making referrals to job orders and/or training opportunities when more than one qualified applicant is available, the following order of service priority **must** be followed: (1) special disabled veterans, (2) Vietnam-era veterans, (3) disabled veterans, (4) all other veterans and other eligibles, and (5) non-veterans.

Referral consideration of qualified applicants on all job orders must follow the order of service priority and be documented. All job orders will be placed in hold status until released by Local Veterans Employment Representatives (LVER), Veterans Outreach Specialists (VOS), or other staff persons assigned veterans file search responsibility. However, a job order will not be held over 24 clock hours without the documented consent and approval of the local office manager.

Priority services are the responsibility of all local office staff members and are not limited to the LVERs or the VOSs. The local office manager is responsible for ensuring that staff understand and observe these standards of performance.

10. In accordance with the requirement of Title 38, chapter 41, section 4104 USC, Wagner Peyser (WP) funded staff assigned to career centers identify and give priority to the veterans desiring basic labor exchange services. In the TCCs where dedicated veterans staff are not stationed full time, a Veterans Employment Representative or Disabled Veteran Outreach Program staff person has been assigned WP oversight responsibility at each Center. The veteran representative will supplement services to ensure an appropriate level of service is provided to veterans registered in the TCCs.
11. In accordance with the requirements of 20 CFR 653, Subpart B, Tennessee will conduct an outreach program designed to contact Migrant and Seasonal Farmworkers (MSFWs) who are not reached by usual intake activities. Tennessee assures sufficient penetration of the farmworker community to inform MSFWs of the full range of services available through Job Service.

Tennessee has not been designated as a "significant state" for MSFW activity and is not considered a supply state for seasonal farmworkers. A small number of residents will meet the definition of seasonal farmworkers based upon local agricultural activity. The majority of Tennessee's outreach effort will be contacting migrant farmworkers who enter the state during peak periods of agricultural activity. Tennessee is not assigned minimum service levels, but will strive to meet the same ratio of services to MSFWs as to non-MSFWs.

Tennessee does not have any local offices for which a separate affirmative action plan for MSFWs is required. The state plan for affirmative action is sufficient.

#### Assessment of Need

The enactment of the Immigration Reform and Control Act of 1986 (IRCA) has slowed a developing trend that reduced the number of workers recruited through the agricultural Interstate Clearance System. Many families of workers have been re-employed by a grower for several years and have become familiar with the grower's operation. The grower maintains frequent contact with the workers and, often, work arrangements have been made without utilizing the agricultural clearance system available through Job Service. These arrangements did not affect the number of workers contacted by Job Service personnel, but did affect our data by not having the arrival dates or number of workers expected.

The IRCA requires employers to ensure that all individuals hired are legally authorized to work in the United States. Because of the increased emphasis on documenting workers, more growers are making inquiries concerning the procedures to follow for hiring MSFWs and placing H-2A agricultural clearance orders for MSFWs. Also, due to the poor economy in Mexico, more undocumented farmworkers are coming to the United States.

After consulting with migrant service groups such as the Tennessee Opportunity Programs, Catholic Hispanic Ministries, and migrant health programs, the number of migrant seasonal farmworkers appears to have decreased to around 7,500. This is because of a high level of construction activity in the state resulting in migrant farmworkers leaving agricultural employment and entering construction type jobs. Job Service personnel will continue their efforts to provide the same level of service to MSFWs and the agricultural employers of Tennessee. Tennessee Job Service provides full services to agricultural employers with a limited amount of outreach services during the harvest season.

The previous year's major agricultural activities were centered around two very labor intensive agricultural activities – tobacco and the nursery business. The months of heaviest activity for tobacco are May through December and January through October for the nursery business.

The total number of agricultural workers in the tobacco activity last year is estimated to have been 4,000 with approximately 3,000 MSFWs employed. The total number of agricultural workers in the nursery business is estimated to have been 3,500 with 3,000 MSFWs employed.

Neither the agricultural activity or number of MSFWs in the state are expected to change during the upcoming program year.

It is estimated that 52 combined ES staff days will be utilized for outreach next years.

There are no formal written cooperative agreements in Tennessee with public or private community service agencies or MSFW groups. However, TDOL&WD has had a long-standing informal working relationship with the Tennessee Opportunity Programs (TOPS), which is a non-profit corporation that sponsors a wide variety of service programs funded by USDOL, Health and Human Services, and other state and federal programs. Its purpose is to provide job training, employment opportunities and other services for the individuals who suffer chronic seasonal unemployment and underemployment in the agricultural industry. The TOPS program serves all 95 counties in the state. It is estimated that the number of MSFWs to be contacted by TOPS will be approximately 400 next year.



Labor exchange services for MSFWS will be available from Wagner-Peyser staff persons at each tier of service at all Career Centers and ES offices. All offices and Career Centers will be electronically linked to provide equitable access to employment opportunities to MSFWs. All other Wagner-Peyser services will also be available to MSFWs at these locations as well. Full-service to MSFWs will be assured through the coordination of activities by the state monitor advocate.

Tennessee does not anticipate any difficulty in meeting the required number of equity indicators for Program Year 2000. Tennessee has met at least four of five equity indicators thus far for the first two quarter of the current program year.

#### AGRICULTURAL (AG) ACTIVITIES

	<u>PY 1998</u>	<u>PY 1999 Projections</u>	<u>PY 2000 Plan</u>
Ag Orders Received	715	700	700
Ag Openings Received (including carryover)	1,679	2,387	2,400
Ag Openings Filled	590	616	850
% Filled	35.2%	25.9%	35.5%
Indv. Ref. to Ag Opngs.	4,421	3,878	5,500
Placed on Ag Openings	493	507	750
Interstate Clearance Orders Received	0	0	0
Interstate Clearance Orders Initiated	0	0	0

#### MSFW ACTIVITIES

	<u>PY 1998</u>	<u>PY 1999 Projections</u>	<u>PY 2000 Plan</u>
Est. # of MSFWs in state	10,000	7,500	7,500
Registered MSFWs	29	16	35
Referred to Jobs	18	12	30
Placements	15	10	25
Ref. to Supt. Serv.	05	03	30
Outreach Contacts	363	402	425

### Assessment of Resources

The outreach goals described below will be accomplished by utilizing the position shown for which funding is expected:

<u>Number of Positions</u>	<u>Funding Source and Amount</u>
1	ES Grants - \$40,467.65

The position is expected to be utilized as follows:

Johnson City	.25
Newport	.55
Remainder of State	<u>.20</u>
	1.00 total position

The outreach staff person assigned to the Newport local office is bilingual.

### Proposed Outreach Activity

Most of the outreach efforts will occur during the first and last quarters of the program year. Most of the one position allocated will be utilized by the two local offices having the highest concentration of MSFWs.

1. The goal for individual MSFWs to be contacted statewide is 425. This represents approximately five and seven-tenths percent of the number anticipated to enter the state during the program year.
2. Estimated contacts by local offices, including follow-up contacts, are: Johnson City - 75; Newport - 275; and the remainder of the state - 75. Factors considered in establishing these estimates were previous years' activity, distance between MSFW concentrations and local offices, and the number of MSFWs recruited on agricultural interstate clearance orders.
3. The funding level is based upon the average cost of one ES Grants position.
4. Outreach will occur primarily by personal contact. Explanation of MSFW rights and benefits will be offered along with the distribution of printed materials. Special programs will be advertised by posted announcements in the language of the MSFWs and by public service announcements when such announcement time is furnished without cost.

5. Outreach workers will maintain daily logs of activities and contacts in a consistent format to provide specific information regarding referral and placement and to document efforts to secure community service or MSFWs. Logs will show time spent daily in each activity.
6. Full services to migrant seasonal farmworkers will be assured by the Monitor Advocate Program outreach worker(s) in every applicable One-Stop Career Center. The complaint system and all necessary reporting requirements will become part of the operations at all One-Stop Career Center locations.

The employment service in Tennessee is committed to providing the same quality services to agricultural employers that it provides to all other employers. During the next program year, Tennessee will provide a complete range of employer services with some outreach during peak activity. These services will include contact with individual farmers during peak activity, as monitor advocate presentations with larger groups of agricultural employers at meetings sponsored by county agricultural extension offices. Contact and additional services will be provided during H-2A housing inspections.

Career Centers and ES offices will be electronically linked in order to assist agricultural employers in meeting their labor needs. Efforts are currently being made by ES staff persons to coordinate all activity (including MSFW activity) with LWIBs to ensure local needs are being met. This coordination will be covered in Memoranda of Understanding (MOU) negotiated with each local board.

Because of the limited number of MSFWs in the state, the majority of TDOL&WD activity is non-agricultural. Tennessee's Monitor Advocate spends approximately 50 percent of her time on MSFW activity. The TDOL&WD MSFW Monitor Advocate has participated in the development of this plan and concurs with the Program Year 2000 plan in its entirety.

Suggestions and comments have been solicited from other agencies, including grantees under Section 167 of WIA, in developing this plan.

12. Labor exchange activities funded by the Wagner-Peyser Act are provided through a three-tiered service strategy. These include (1) self-help, (2) facilitated self-help, and (3) staff assisted service. Self-help and facilitated self-help, which may include the Automated Labor Exchange (ALEX) system, America's Job Bank (AJB), The Source/Automated Labor Market Information System (ALMIS) and the Internet, are provided through the TCC Resource Center. One-on-one staff assisted service, which includes job development, counseling, screening and referral to suppressed job orders, is provided by Wagner-Peyser staff and other TCC staff. Special attention is given to

meeting the needs of each employer and job seeker to achieve a high level of customer satisfaction. All centers are fully accessible to the disabled. Starting in Program Year 1999, Wagner-Peyser services in the TCCs will be evaluated by the review team within the two-year cycle currently established for all TDOL&WD offices. The evaluation process will be required to ensure compliance with all appropriate federal regulations.

13. The state will retain 25 percent of the funds allotted for the retraining services of dislocated workers for rapid response activities. The local areas in partnership will assist the state team in making the response successful.

When the WARN notice is received, the state rapid response specialist assigned to the area will contact the dislocating employer within twenty-four hours of the receipt of the notification. Once contact with the employer is made, the rapid response process is activated and arrangements for the mass meeting and the preparation for needs surveys proceed.

- a. TDOL&WD is the lead agency for all rapid response activities. The state has a local staff person (rapid response specialist) assigned to areas of the state to initiate all of the activities allowed under rapid response. These specialists work closely with the local rapid response staff in coordinating the event for the dislocation.
- b. When the WARN notice is received, the rapid response specialist will forward a copy to state agencies to inform them early in cases where their agencies' presence may be needed. Similarly a copy of the WARN is sent to the Local Elected Officials and the Board. Strategies on how to conduct the rapid response activities are usually developed in conjunction with the local representatives assigned by the Local Board and Elected Officials. Elected Officials and Board members will be informed during all phases of the rapid response process. These processes include a variety of tasks from transitional committees to rendering services to the dislocated workers. The suggestions made by the Local Elected Officials and Board members will be incorporated into the rapid response phase.

The responsibilities of the local area rapid response specialist' are:

- (1) To ensure that needs surveys are distributed and analyzed.
- (2) Assessment and determination of the workers' skills are determined.
- (3) Contact employment resource agencies.
- (4) Organize job fairs when appropriate for workers who need immediate employment.
- (5) Contact all relevant agencies to attend mass meetings for any questions the dislocated workers may have.
- (6) Prepare reports on an on-going basis for the Local Board and the Local Elected officials about the activities rendered.
- (7) Inform state rapid response specialists of any problems encountered or any technical assistance needed during and after the rapid response phase is completed.

- c. Tennessee plans to provide training programs that are responsive to the needs of employers, so participants can be placed in growth industries with long term employment potential. Prior to a lay off, the state takes preventive measures to provide incumbent worker training that will allow employers to upgrade the skills of their workers and avoid downsizing. In addition, we work closely with our partner agency, the Tennessee Department of Economic and Community Development to take steps to prevent the loss of jobs in our state.

In dealing with specific employers, as soon as a lay-off has been identified through the WARN process, an initial meeting is scheduled to discuss specific employer needs. Targeted service providers are included in the mass and subsequent meetings with the effected employees. The process for serving these dislocated workers is often dictated by the type of lay off that is being experienced. In extremely high demand occupations, job fairs have been conducted after the mass meeting to assist employers who are needed to recruit workers who are laid off in these occupations. This method of serving the employer has somewhat improved the labor shortage problems that exist in some parts of our state.

14. The state in collaboration with each local board and local youth council will establish strategies to meet the needs of youth. One basic element of this strategy is eliminating duplication of efforts among various service providers who cater to the needs of youth. The Career Centers will serve as a focal point where the special needs of youth will be addressed. The TDOL&WD will work closely with the Tennessee Board of Regents, the Department of Children Services, Housing and Urban Development, the Department of Human Services, Tennessee Department of Education, Vocational-Technical Education (Jobs for Tennessee Graduates Programs), Job Corps, Making It Happen, High Schools That Work, Tech Prep who

have a vested interest in the welfare of youth. This collaboration of efforts will result in a design tailored to deal with special needs of in-school and out-of school youth. Each local youth council will be encouraged to coordinate its efforts local schools, family resources, youth service centers, foster care, juvenile justice law enforcement and other relevant agencies. Priority will be given to youth with special needs such as those with disabilities, pregnant teens and parenting. The focus for in-school youth is graduation and dropout prevention. The activities for this group will be school-based activities such as tutoring and mentoring. Innovative internet-based mentoring programs may also be adopted. Out-of-school youth will be targeted through recruitment and marketing efforts. The State will require stronger ties between local youth service providers and local school systems in delivering education and training to youth. Tennessee Career Centers will directly serve public school systems throughout the state by aggressively marketing to principals, guidance counselors, and other education officials to encourage students' to utilize the Career Centers. Career Centers will have staff who are versed and knowledgeable regarding the needs of in-school and out-of school youth. They will have the responsibility of coordinating local services, as well as, reporting to the state and local youth councils on the progress made in assisting the youth population. Each youth participant will be provided with assessment and the development of a service plan. Follow-up service will be conducted for a minimum of 12 months to determine the success and deficit areas requiring improvement of the program design. At the Career Center, youth will be exposed to job opportunities and labor market information so they will make intelligent career choices for the future.

Local areas who have applied for the youth opportunity grants and who have Job Corp programs in their areas will coordinate their services with the services offered at the Career Centers. This coordination will prevent duplication of services and ensure that resources are used effectively to develop innovative programs and service strategies.

15. The Tennessee Department of Labor and Workforce Development ensures that local boards will have the flexibility to design programs that meet the needs of the youth in their areas.
  - To meet the needs of out-of-school youth that want to prepare for post-secondary or vocational education, Career Centers will provide information to assist youth in making intelligent decisions on a career path. Information regarding the labor market, will be furnished to school counselors in the local education agencies and area institutions that provide the skills needed for the demand occupations. As noted elsewhere, counselors will be available to assess the skills of youth. Out-of-school youth shall be provided basic educational and employability skills and other services (as indicated in the assessment

and individual service strategies) to meet the local employer requirement in the growing technological workplace.

- One of the goals for youth is to improve long-term employability by enhancing a strong linkage between academic and occupational learning through school completion (high school diploma or equivalent) or enrollment in alternative school programs and summer activities. The programmatic goals of the year-round program and the services during the summer months are interdependent and complement each other. Local areas will be encouraged to plan for an inter-related program mix that shall provide a continuum of services to meet the educational, employment and training needs of the individual youth. The strategies for the employability must be based on in-depth assessment, employability counseling and development of the sequence of services as planned for in the individual service strategy.
- To give youth the opportunity for summer employment, as well as, preparation and exposure to the world of work, the career centers will have strong linkages with area employers. Constant contact with area employers will give counselors and case managers an avenue to expose youth to paid and unpaid work experiences. Summer employment will be provided to assist in the development of a strong future workforce that meets employer needs and provide youth with needed resources to continue their education.
- Summer activities are a component of in-school year-round youth programs that provide long term training connected to the student's career goal and will include specific academic remediation when applicable. Programs will be conducted by teachers certified by the State Department of Education using State Board of Education approved curriculum and the Work-Based Learning Guide (School-to-Work program) approved by the State Board of Education.
- The State recognizes that providing support services for youth, especially for young parents, is an important element in dropout prevention. Hence, a wide range of support services may be offered to both the in-school and out-of-school youth. Support services will include but are not limited to transportation services, mentoring activities, child rearing classes, personal counseling, limited legal assistance, and child care assistance. Local areas will seek input from a wide segment of the community when considering and developing plans for support services.

Youth will find opportunities for leadership beginning with their involvement in the program. They will be consulted and will be encouraged to make decisions in their educational and job seeking activities. They will be considered equal partners in all aspects of the decision-making process. TDOL&WD will encourage local areas to offer incentives for recognition and achievement to eligible youth, and to activities related to leadership development, decision making, citizenship and community services.

Local Boards have the discretion to determine what specific services are provided to youth participants based upon local needs. The state requires a closer linkage between local education agencies and the LWIBs with the inclusion of signed memorandum of understanding. The local education agencies and the LWIBs will both review high school plans to ensure that school activities are coordinated with career planning.

All LWIBs will be required to offer their services by April 1 to all participants in need on an individual basis. LWIBs will be ready to begin the competitive process April 1, 2000. The state will begin using WIA funds May 1, 2000, to implement the ten (10) program elements in each LWIA.

We anticipate all administrative entities will be named by March 15, 2000. Local boards will be established by April 1, 2000.

In April, the competitive process will begin so that all programs will be made available to all participants by May 1, 2000.

### C. System Infrastructure

1. Local Workforce Investment Boards will establish the level of support offered through the "Individual Training Accounts." The level of support must allow options to the customer and not limit the customer to using only a state supported training provider. The State's individual training account policy limits coverage to "the cost of attendance." It is the responsibility of the training provider, the WIA administrative entity, and the LWIB to ensure that the total financial assistance provided to a customer does not exceed "the cost of attendance." Tennessee supports customer choice in the selection of training providers and requires that the ITA system is used except in instances where it compromises customer choice or the customer's choice of training makes the use of an ITA infeasible. The State will require in its criteria for certification of eligible training providers that the performance data be verifiable and that the chief executive officer of the provider signs a certification statement attesting to the validity of the data. The Career Center system directly delivers core services and access to intensive and training services under WIA and other federal programs. Center operators will make the key decisions concerning the appropriate levels of service to individuals. Individuals eligible to receive training services will select a training provider from the statewide list of eligible training providers. Local Workforce Investment Boards will establish priority and level of support for clients who receive Individual Training Accounts (ITAs), procedures on how ITAs are utilized and tracked, and mechanisms for the required consumer report on each training service. The level of support must allow options to the customer and not limit the customer to using only a governmental training provider. In order to assure uniformity in ITAs, the State is in the process of establishing a policy to avoid inequity in ITAs. The State's ITA policy shall require Local Workforce Investment Boards to describe the details of developing and



maintaining the ITA system. The state will support the customer's choice in the selection of training providers and requires that the ITA system is used except in instances where it compromises customer choice or the customer's choice of training makes the use of an ITA infeasible.

The State will collect data from training providers on a bi-annual basis; depending on the length of the program(s) provided. The state will also require in its criteria for certification of eligible training providers that the performance data be verifiable and that the provider signs a certification statement attesting to the validity of the data. Program cost and employment retention rate will be verified using Wage Record Interchange System (WRIS). The diversification of customer choices regarding training providers will naturally increase the number of training providers utilized and will thereby increase the amount of performance information available.

2. America's Job Bank (AJB) is currently available statewide in every TDOL&WD local office and all TCCs. In order to make AJB more readily available to the public, a major project is underway to improve the electronic infrastructure utilized by TDOL&WD local offices. This project will increase the number and availability of automated self-service points utilizing user-friendly AJB software to make labor exchange services available via Internet and the state WAN (Wide Area Network). Several offices were wired and connected by July 1, 1999. The goal is for the balance of the state to be wired and connected by the end of Program Year 1999.

When employers contact us to list job openings our staff inform them that they may enter the job opening themselves if they have access to the Internet and if they wish to do so. The procedure is explained fully including their responsibilities as well as their abilities to review on-line resumes with personal information. At present Tennessee does try to limit job listings to full-time permanent positions that pay a minimum of \$6.50 per hour.

In addition to making labor exchange services more readily available through the Internet/Intranet, the upgraded electronic infrastructure will allow information such as reports, documents, forms, and e-mail to be exchanged to and from every local office and the central office beginning January 1, 2000. By accessing and submitting reports and forms electronically, the agency will see a reduction in storage and printing costs, paperwork, labor costs, and mailing costs.

In February 1999, an automated telephone notification system became operational. It is utilized to notify applicants across the state about available job openings identified through file search in the local office. The system in the central office receives downloads daily and makes the telephone calls to inform job applicants of potential job openings and tells the applicant what must be done to be screened and considered for an opening.

Staff development will continue to receive emphasis. TDOL&WD has provided WIA training to our District Managers, Technical Assistance/Planning staff, and local Employer Relations staff. All of these staff members will be assigned the responsibility of providing technical assistance for local WIA implementation.

- In response to the demand to be customer focused and computer ready, TDOL&WD has designed a four-part training strategy which is currently underway. The components of the training strategy are (1) Supervisory, (2) Customer Service, (3) Service by Design, and (4) Computer Training.
  - Supervisory training is composed of three Interactive Management modules (Core Skills Building Commitment, Facilitating Improved Performance, and Following Up to Support Improvement). These modules give supervisors the tools to relate mutually with staff and build stronger work performance.
  - Customer service training has been a top priority for the agency. More than a thousand TDOL&WD employees have completed the Achieving Extraordinary Customer Service Training. The course presents customer service tools, tips, and tactics to equip employees with better service delivery skills. This training will be completed for all existing employees during January 2000. On-going training will then be given to each new employee through a customer service training course that has been approved by the Tennessee Department of Personnel for continuing education.
  - Service by Design is the next training challenge for the agency. The Service by Design module, from the "Simply Better" program designed by USDOL, focuses on identifying customer needs and expectations and using teams to design or redesign service delivery methods.
  - TDOL&WD has set a goal to obtain 80 percent computer literacy among all employees by the Year 2000. In order to meet this goal, the agency has designed a computer based CD ROM interactive training program, which can be done on-site, eliminating time away from the office and enabling learning at one's own pace. Five different programs are now available: Introduction to PCs, Windows 95, Microsoft Word, Excel, and Access. Employees must complete each of these programs to complete the required training.
3. TDOL&WD has a variety of processes, projects, and integrating activities underway to ensure that One-Stop system customers receive timely, accurate, and relevant information about local, state and national labor markets. We plan to continue to provide the new services developed during the year, including distribution of The Source/ALMIS CD-Rom (developed by a consortium of 18 states working with an award winning contractor), the fax-on-demand system, implementation of the ALMIS database, and implementation of the ALMIS employer database system. Major customers of these products include the

Tennessee Career Centers, employers and job seekers, educational and vocational rehabilitation services, industrial recruiters and consultants, and the media.

New and continuing initiatives have been outlined in our state strategic plan, with the major goal of improving the delivery, accessibility and relevancy of labor market information. These strategies include issuing a new version of The Source CD-Rom, which allows a variety of customers comprehensive access to the employment, training, and demographic databases compiled in the ALMIS database, and development of an Internet version of The Source (July 2000). The internet version should increase the ability of special needs customers to access updated labor market information at various geographic levels.

Local labor market analysts will have consistent marketing presentations to inform customers about data availability, and will consult with local workforce boards to assess the relevance of current data and begin making changes in data products as possible. More formal customer feedback surveys should be in place by December of 2000.

The timeliness of labor market information will be improved by the new electronic delivery systems, by allowing new data files to be downloaded, and by producing updated state, metropolitan, and balance of state occupational and industry projections. These will be for 1998-2008 and qualified by short-term projections, with review by local labor market analysts. New updated classification systems, the SOC and the NAICS, are already being implemented in the data collection process. Full implementation of all BLS statistical programs, including programs producing industry employment, unemployment rates, and occupational wage rates and employment, and timely distribution of all these data through fax-on-demand, the download site, the internet, The Source, and customized labor market presentations are planned.

V.

## PERFORMANCE MANAGEMENT

## V. Performance Management

- A. As explained in Section II, Tennessee began the process of establishing workforce development goals and measures in December 1998 as part of its WIA system of performance management that will have an outcome-based focus with expectations of success, cost-effectiveness and accountability. The State has redesigned its service delivery areas to form workforce investment areas that better accommodate Tennessee's current and projected economic growth trends. The re-designation occurred on January 28, 2000. Since that time, the state has met with LWIA administrative entities to discuss the state's proposal to USDOL for all expected levels of performance including customer satisfaction. The State has obtained feedback from the LWIA administrative entities regarding state and local levels of performance. As of May 15, 2000, only four Local Boards had been certified. Discussion with the local boards regarding performance goals will begin after local boards are in place. The State established performance goals based on the parameter described in TEGL 8-99. Negotiations with USDOL are imminent. Tennessee has set a level of 70% for participant and employer customer satisfaction as a starting point for negotiations with USDOL. Compared to six other states, Tennessee's proposed goals are higher than five other states in the participant and employer satisfaction measure. For the following two years, the goal has been set with an increase for each year. By requiring an increase the state and local areas will be encouraged to review information received from customers and correct or improve lower rated areas. By addressing customer concerns, the state and local areas will be able meet the customers' needs more appropriately.

Currently, the State is preparing to negotiate its performance standards with USDOL for the first three program years of its plan and will begin working with local boards as soon as State performance goals have been established and local boards are in place.

The State will provide guidelines and technical assistance to local boards in determining local performance goals. Assistance to local boards will begin with a model for determining an across-the-board performance target that will allow adjustments to accommodate for characteristics of the population served by WIA services and for local economic conditions. After local performance goals are determined through negotiations with Local Workforce Investment Boards, performance data will be collected and analyzed through the State's new Case Management Activity Tracking System (CMATS).

Customer satisfaction data will be collected quarterly through statewide random sampling using a standardized customer satisfaction survey form. Survey results will include a representative sample for each local board

and linked to specific state performance measures for continuous improvement.

Performance data for the first year will be used to determine benchmarks for continuous improvement for local boards. Boards will be required to submit performance improvement plans. If performance falls short of expectations, the State will conform to the sanctions provision of the Workforce Investment Act of 1998, Section 136(h) and to state policies related to performance of Local Workforce Investment Boards.

- B. The State of Tennessee does not currently have a common data system and reporting process to track WIA progress. The State of Tennessee has recently contracted with a company to develop the Case Management and Activity Tracking System (CMATS). CMATS will provide a common repository of data for multiple state agencies involved with the implementation of WIA. The State had originally targeted July 1, 2000 as the first implementation date for the pilot (Nashville Area). Once the pilot LWIA has acceptance approval, then all the remaining LWIAs and other state agencies and their field offices will be converted, trained, and implementing CMATS.

CMATS is a WEB based, Oracle 8i Database, multi-department, Case Management and Activity Tracking System. CMATS is an effort of eight major state agencies partnering to provide Tennessee with a comprehensive Workforce Investment application. It will provide the following functions: intake, eligibility, assessment, service delivery, case management, reporting, and cost management. CMATS will produce reports for WIASRD, which encompasses all required reporting for programs and activities required under Title I of WIA. Until the implementation of CMATS, an intermediate WEB based application will be used to gather information on all participants, performance, staffing, budgeting and cost information. Once a participant enters the local office, the counselor will begin initial intake on the individual to determine eligibility. The counselor will develop a master plan of what programs the participant is qualified for. The counselor will schedule all the participants' services, activities and attendance on CMATS. This will continue until the participant completes each program and the case is closed. All final outcomes for each program will also be received and stored in CMATS. Performance information based on the local area will be derived from CMATS and compared to Tennessee's Employment Security Combined Online Technology System (ESCOTS) for wage information to determine employment validation based on wage earning quarters. The wage information will be compiled with CMATS individual participant information and reported to USDOL in the required WIASRD format and in accordance to the appropriate time guidelines.

The following dates outline the estimated implementation schedule of the CMATS project:

Project Initiation	3/10/00
Application User Acceptance testing	10/05/00
Implementation Phase I	12/05/00
Implementation Phase II	08/16/01
System Warranty and Application Support	08/13/02

All LWIAs will provide information through the current JTPA application or an intermediate application until the CMATS application is completed. Initially the current LWIA participant information will be matched with the UI Wage information within the ESCOTS application and modified for quarterly federal WIA reporting. Once the CMATS application is completed all ESCOTS UI data will be matched and reported quarterly by the CMATS application.

In preparation for WIA implementation, Tennessee has conducted a performance measures simulation using JTPA and UI wage data. The University of Memphis, the technical contractor conducting the simulation, matched JTPA SPIR data to 13 quarters of UI data provided by the Department of Labor and Workforce Development. In addition to simulating the WIA measures, this process examined the impact of non-covered and out-of-state placements on state and area performance. Tennessee will also be able to assess the effects of UI reporting lags on WIA reporting and program evaluation. Data from this study will direct state policy decisions in the areas of planning, systems integration and performance evaluation.

- C. To measure customer satisfaction, TDOL & WD will conduct a random sampling of all job seekers and employers. An independent contractor will conduct the surveys by phone. In addition to the phone surveys, Wagner-Peyser and UI will provide job seeker comment cards to collect data regarding services provided at the local level. Employer survey letters are distributed periodically for the same purpose. Feedback from JSEC seminars also provides valuable input utilized to enhance customer services at all levels.

The CMATS application will allow the users to view and report on multiple program activities. This new capability will provide management with an excellent tool for performance decision making. CMATS application will provide architecture to allow maximum flexibility to add support for new programs. The system will allow for the collection of information to measure the performance of the Career Centers and service providers in meaningful and quantitative ways. Performance measurements require that financial information be integrated with the

case management data. Tennessee plans for the CMATS application to be in place and collection of data to commence by July 2000.

The CMATS application for Tennessee will have the capability to allow multiple surveys (both state and federal information) to be completed and collected from initial entry to the final disposition of the program participant. In addition, CMATS applications will have “follow-up survey” capabilities in increments of 6 months and 12 months. This collection of survey information will relate to any of the administrative programs that CMATS will track (WIA Title I, the Wagner-Peyser Act or Title 38 (Veterans Employment and Training Programs) etc.). The timeframe of this capability from CMATS is also scheduled to start with the CMATS implementation date of July 1, 2000. This survey information will be disseminated and evaluated at the local, state, and federal levels for use of improving services and evaluating customer and employer satisfaction.

- D. The Department of Labor and Workforce Development will utilize the State Youth Council and the state implementation committee to ensure collaboration with key partners and continuous improvement of the statewide workforce investment system. The Youth Council will consist of former members of the youth planning committee, the group that drafted Tennessee’s WIA youth plan. The youth planning committee consisted of state representatives for Job Corp, Tennessee Department of Children’s Services (serving delinquent youth, youth in foster care, other “at-risk” youth), Vocational and Technical Education, School-to-Work, local private industry council staff, Housing and Urban Development Youth Employment and Training programs, and representatives of Tennessee Department of Labor and Workforce Development. The Youth Council will serve as the youth advisory group for the State Workforce Development Board and the Governor and will continue to evaluate Tennessee’s efficiency in delivering youth services, examine youth performance results, i.e. graduation rates, and make recommendations for improvement of Tennessee’s youth workforce investment system.

The state implementation committee, consisting of state workforce development stakeholders, will also serve as the “sounding board” for the Commissioner of Labor and Workforce Development, the Governor and the state Workforce Development Board on broader issues of interagency collaboration and delivery of workforce development services.

Lastly, the Governor has established within the newly organized Department of Labor and Workforce Development, the Interagency Collaboration section of Planning and Accountability. This section will continually focus on improving collaboration amongst partners of the seamless statewide workforce investment system and will further evaluate



ways to leverage federal and state funds between workforce development partners' programs.

- E. With the implementation of the CMATS application, the data from each LWIA can be analyzed by LWIA staff and board members on an on-going basis. The Planning and Accountability Division of the TDOL/WFD will act as the liaison between the state and local boards and the TDOL/WFD technical assistance staff. As data is collected, the liaison will track performance to monitor strengths and weaknesses. This information will be disseminated to the LWIB for their analysis. The State Board will review performance on a quarterly basis beginning at the end of the second quarter (December 2000). Technical Assistance will be provided to the LWIA when they fall below the performance standard. The LWIB will then develop an action plan in response to the data. Progress reviews will be conducted to determine progress of action plans. If they fall below the performance standard in the next year, the state will take action through the guidelines established in section 666.420 of the WIA interim federal regulations. The State and Local Boards will annually review results of performance data and make recommendations to be implemented in the upcoming program year.

VI  
ASSURANCES

## VI. Assurances

1. The State assures that it will establish, in accordance with section 184 of the Workforce Investment Act, fiscal control and fund accounting procedures that may be necessary to ensure the proper disbursement of, and accounting for, funds paid to the State through the allotments made under sections 127 and 132. (§112(b)(11).)
2. The State assures that it will comply with section 184(a)(6), which requires the Governor to, every two years, certify to the Secretary, that -
  - a) the State has implemented the uniform administrative requirements referred to in section 184(a)(3);
  - b) the State has annually monitored local areas to ensure compliance with the uniform administrative requirements as required under section 184(a)(4); and
  - c) The State has taken appropriate action to secure compliance pursuant to section 184(a)(5). (§184(a)(6).)
3. The State assures that the adult and youth funds received under the Workforce Investment Act will be distributed equitably throughout the State, and that no local areas will suffer significant shifts in funding from year to year during the period covered by this plan. (§112(b)(12)(B).)
4. The State assures that veterans will be afforded employment and training activities authorized in section 134 of the Workforce Investment Act, to the extent practicable. (§112(b)(17)(B).)
5. The State assures that the Governor shall, once every two years, certify one local board for each local area in the State. (§117(c)(2).)
6. The State assures that it will comply with the confidentiality requirements of section 136(f)(3).
7. The State assures that no funds received under the Workforce Investment Act will be used to assist, promote, or deter union organizing. (§181(b)(7).)
8. The State assures that it will comply with the nondiscrimination provisions of section 188, including an assurance that a Methods of Administration has been developed and implemented ((§188.))
9. The State assures that it will collect and maintain data necessary to show compliance with the nondiscrimination provisions of section 188. (§185.).
10. The State assures that it will comply with the grant procedures prescribed by the Secretary (pursuant to the authority at section 189(c) of the Act) which are necessary

to enter into grant agreements for the allocation and payment of funds under the Act. The procedures and agreements will be provided to the State by the ETA Office of Grants and Contract Management and will specify the required terms and conditions and assurances and certifications, including, but not limited to, the following:

- General Administrative Requirements:

29 CFR part 97 --Uniform Administrative Requirements for State and Local Governments (as amended by the Act)

29 CFR part 96 (as amended by OMB Circular A-133) --Single Audit Act

OMB Circular A-87 --Cost Principles (as amended by the Act)

- Assurances and Certifications:

SF 424 B --Assurances for Non-construction Programs

29 CFR part 31, 32 --Nondiscrimination and Equal Opportunity Assurance (and regulation)

CFR part 93 --Certification Regarding Lobbying (and regulation)

29 CFR part 98 --Drug Free Workplace and Debarment and Suspension Certifications (and regulation)

- Special Clauses/Provisions:

Other special assurances or provisions as may be required under Federal law or policy, including specific appropriations legislation, the Workforce Investment Act, or subsequent Executive or Congressional mandates.

11. The State certifies that the Wagner-Peyser Act Plan, which is part of this document, has been certified by the State Employment Security Administrator.
12. The State certifies that veterans' services provided with Wagner-Peyser Act funds will be in compliance with 38 U.S.C. Chapter 41 and 20 CFR part 1001.
13. The State certifies that Wagner-Peyser Act-funded labor exchange activities will be provided by merit-based public employees.
14. The State certifies that Workforce Investment Act section 167 grantees, advocacy groups as described in the Wagner-Peyser Act (e.g., veterans, migrant and seasonal

farmworkers, people with disabilities, UI claimants), the State monitor advocate, agricultural organizations, and employers were given the opportunity to comment on the Wagner-Peyser Act grant document for agricultural services and local office affirmative action plans and that affirmative action plans have been included for designated offices.

15. The State assures that it will comply with the annual Migrant and Seasonal Farmworker significant office requirements in accordance with 20 CFR part 653.
16. The State has developed this Plan in consultation with local elected officials, local workforce boards, the business community, labor organizations and other partners.
17. The State assures that it will comply with section 504 of the Rehabilitation Act of 1973 (29 USC 794) and the Americans with Disabilities Act of 1990 (42 USC 12101 et seq).
18. The State assures that funds will be spent in accordance with the Workforce Investment Act and the Wagner-Peyser Act legislation, regulations, written Department of Labor Guidance, and all other applicable Federal and State laws.

## VII

### PROGRAM ADMINISTRATION DESIGNEES AND PLAN SIGNATURE

<b>Name of WIA Title I Grant Recipient Agency:</b> Tennessee Department of Labor & Workforce Development  <b>Address:</b> 8 <sup>th</sup> Floor, Andrew Johnson Tower 701 James Robertson Parkway Nashville, TN 37243 <b>Telephone Number:</b> (615) 741-6642 <b>Facsimile Number:</b> (615) 741-5078 <b>E-mail Address:</b> mmagill@mail.state.tn
<b>Name of State WIA Title I Administrative Agency (if different from the Grant Recipient):</b>  <b>Address:</b>   <b>Telephone Number:</b> <b>Facsimile Number:</b> <b>E-mail Address:</b>
<b>Name of WIA Title I Signatory Official:</b> Michael E. Magill, Commissioner Department of Labor & Workforce Development <b>Address:</b> 8 <sup>th</sup> Floor, Andrew Johnson Tower 701 James Robertson Parkway Nashville, TN 37243 <b>Telephone Number:</b> (615) 741-6642 <b>Facsimile Number:</b> (615) 741-5078 <b>E-mail Address:</b> mmagill@mail.state.tn.us
<b>Name of WIA Title I Liaison:</b> Michael E. Magill, Commissioner  <b>Address:</b> 8 <sup>th</sup> Floor, Andrew Johnson Tower 701 James Robertson Parkway Nashville, TN 37243 <b>Telephone Number:</b> (615) 741-6642 <b>Facsimile Number:</b> (615) 741-5078 <b>E-mail Address:</b> mmagill@mail.state.tn.us
<b>Name of Wagner-Peyser Act Grant Recipient/State Employment Security Agency:</b> Tennessee Department of Labor & Workforce Development <b>Address:</b> 8 <sup>th</sup> Floor, Andrew Johnson Tower 701 James Robertson Parkway Nashville, TN 37243 <b>Telephone Number:</b> (615) 741- 6642 <b>Facsimile Number:</b> (615) 741- 5078 <b>E-mail Address:</b> mmagill@mail.state.tn.us

<b>Name and title of State Employment Security Administrator (Signatory Official):</b> <b>Michael E. Magill, Commissioner</b> <b>Address: 8<sup>th</sup> Floor, Andrew Johnson Tower</b> <b>701 James Robertson Parkway</b> <b>Nashville, TN 37243</b> <b>Telephone Number: (615) 741-6642</b> <b>Facsimile Number: (615) 741-5078</b> <b>E-mail Address: mmagill@mail.state.tn.us</b>	
<p>As the Governor, I certify that for the State/ Commonwealth of <u>Tennessee</u>, the agencies and officials designated above have been duly designated to represent the State/Commonwealth in the capacities indicated for the Workforce Investment Act, Title I, and Wagner-Peyser Act grant programs. Subsequent changes in the designation of officials will be provided to the U.S. Department of Labor as such changes occur.</p> <p>I further certify that we will operate our Workforce Investment Act and Wagner-Peyser Act programs in accordance with this Plan and the assurances herein.</p>	
<u>Don Sundquist</u>	
Typed Name and Signature of Governor	Date



## ATTACHMENTS

## FORMULA ALLOCATIONS

	Adults	Youth	Dislocated Workers
<b>Total Allocations</b>	<b>\$18,118,821.00</b>	<b>\$18,465,533.00</b>	<b>\$14,194,628.00</b>
5% State Administration	905,941.05	923,276.65	709,731.40
2% Youth and Adult Research	362,376.42	369,310.66	
8% State Activities	1,449,505.68	1,477,242.64	1,419,462.80
25% Rapid Response			3,548,657.00
<b>Local Allocations</b>	<b>\$15,400,997.85</b>	<b>\$15,695,703.05</b>	<b>\$8,516,776.80</b>
LWIA 1	879,219.39	868,757.44	686,530.00
LWIA 2	1,662,410.63	1,651,594.13	483,483.00
LWIA 3	642,533.57	673,487.46	429,724.00
LWIA 4	1,172,887.00	1,190,188.05	1,130,264.00
LWIA 5	1,303,972.97	1,323,805.73	693,769.00
LWIA 6	638,557.70	627,687.78	190,443.00
LWIA 7	885,661.06	858,202.34	340,815.00
LWIA 8	716,100.14	724,589.44	480,824.00
LWIA 9	1,004,948.75	1,035,100.50	1,449,918.00
LWIA 10	1,218,605.06	1,210,520.09	322,950.00
LWIA 11	1,932,451.49	1,947,141.59	676,347.00
LWIA 12	844,642.09	857,864.30	490,724.00
LWIA 13	2,499,008.00	2,726,764.20	1,140,985.00

## SYNOPSIS OF PUBLIC COMMENTS

1. Recommends inclusion of a representative from the Department of Mental Health and Mental Retardation and other mental health stakeholders on LWIBs. Also expresses concern for “the lack of details in the plan” as to how individuals with special needs will be informed of the programs and services. Makes note that none of the performance indicators address individuals with mental illness or other “special needs”.
2. Recommends inserting a statement in the plan guaranteeing service to disadvantaged older workers in proportion to their population size. Also recommends using WIA funds to fund older worker training programs. Seeks to have low-income older individuals defined as “hard to serve” and to have Title V SCSEP eligible individuals designated as a “special population” to be targeted for services.
3. Seeks to include older workers in the “hard-to-serve” category.
4. Written in support of commenter Number 2.
5. (A) Recommends that since there is so short a time span to get LWIBs appointed, the local plans should be drafted and use the local PIC plan approval process.  
(B) Comments regarding the states criteria that summer youth programs include a component relative to attainment of a diploma or equivalency.  
(C) Seeks information regarding any new reporting items required for performance indicators or the state’s CMAT’s program.  
(D) Requests WIA fiscal agents and One-Stop operators be given access to Unemployment Compensation’s wage data files.  
(E) Questions the Governor’s policy on criteria for appointments to LWIBs.  
(F) Questions the authority of the Commissioner of TDOL&WD to approve or disapprove the MOUs developed locally between the LWIB and TDOL&WD representatives. Further believes there is a conflict of interest in the process used to resolve an impasse.  
(G) Comments that instead of requiring regional planning to share labor market information and provide support services as needed across LWIA boundaries, it should focus on core services and candidates needing intensive service or training, should be referred to the One-Stop Center serving their county of residence.

## **SYNOPSIS OF PUBLIC COMMENTS (continued)**

- (H) Recommends that the state allow all institutions of higher learning be considered Eligible to provide WIA training, whether or not they are registered with the Tennessee Higher Education Commission. (Note: There is no such requirement.)
- (I) Comments relative to the state's intention to establish in the future a cost per placement performance measure. References JTPA prohibition of such measures.
- (J) Requests assurances that Wagner-Peyser staff will be held accountable for placement of WIA customers.
- (K&L) Comments concern the leveraging of WIA training funds with other funding sources such as Pell Grants.
- (M) Seeks information concerning CMATS. What information will be provided to LWIBs and when?
- (N) "The plan make reference to cross training of staff . . . There are numerous protective restrictions placed on veterans staff, access to UI information, etc. however, and as long as those categorical restrictions exist, the system will not achieve maximum efficiency."
- (O) Questions the practice of Wagner-Peyser staff holding job orders for 24 hours in order to achieve veterans priority for service.
- (P) States there is confusion as to whether the services provided by youth counselors in the One-Stop Centers are universal or only for WIA-eligible youth.
- (Q) Various comments relative to youth services: (1) lack of summer activities for out-of-school youth, (2) curriculum for in-school-youth, etc.
- (R) Questions concerning the process of cooperation between LWIBs and Local Education Agencies that was established at the state level between TDOL&WD and TDOE.
- (S) Seeks clarification as to whether or not job orders entered directly into America's Job Bank by employers are restricted for veterans preference as in O above.
- (T) Seeks further information on the collection and analyzing of data by CMATS.

### **SYNOPSIS OF PUBLIC COMMENTS (continued)**

- (U) Seeks clarification of the average weekly earnings performance standard depicted.
- 6. Requests clarification on approximately three (3) items, all of which were related to eligible training providers and/or individual training accounts.

TENNESSEE LOCAL WORKFORCE INVESTMENT AREAS
--

**1**

Johnson  
Sullivan  
Carter  
Washington  
Unicoi

**2**

Sevier  
Cocke  
Greene  
Hawkins  
Hancock  
Hamblen  
Jefferson  
Grainger  
Claiborne  
Union

**3**

Knox

**4**

Morgan  
Cumberland  
Blount  
Anderson  
Loudon  
Roane  
Campbell  
Monroe  
Scott

**5**

Polk  
McMinn  
Bradley  
Meigs  
Rhea  
Hamilton  
Bledsoe  
Sequatchie  
Marion

**6**

Warren  
Grundy  
Coffee  
Bedford  
Moore  
Franklin  
Lincoln

**7**

Pickett  
Fentress  
White  
Putnam  
Overton  
Clay  
Jackson  
Macon  
Smith  
DeKalb  
Cannon  
Van Buren

**8**

Robertson  
Cheatham  
Dickson  
Montgomery  
Stewart  
Houston  
Humphreys  
Sumner  
Williamson

**9**

Wilson  
Rutherford  
Davidson  
Trousdale

**10**

Marshall  
Maury  
Giles  
Lawrence  
Lewis  
Hickman  
Perry  
Wayne

**11**

Benton  
Carroll  
Decatur  
Henderson  
Madison  
Haywood  
Hardeman  
Chester  
McNairy  
Henry  
Weakley  
Hardin

**12**

Crockett  
Gibson  
Obion  
Lake  
Dyer  
Lauderdale  
Tipton

**13**

Shelby  
Fayette



**Table for State Performance Indicators and Goals**

WIA Requirement at Section 136(b)	Corresponding Performance Indicator(s)	Previous Year Performance	Performance Goals B. Out- Years		
			1	2	3
<b>ADULTS</b>					
Entry into Unsubsidized Employment	Title II-A Adult and Older Worker entered employment rate	73%	74%	75.5%	77%
6-Months Retention in Unsubsidized Employment	Title II-A Adult and Older Worker follow-up employment rate	84%	80%	81.5%	83%
6-Months Earnings received in Unsubsidized Employment	Title II-A Adult and Older Worker average weekly earnings at follow-up	\$3140.31	\$3,171.71	\$3219.28	\$3267.56
Attainment of Educational or Occupational Skills Credential	Title II-A Adult completed major level of education or attainment of emp. enhancements	47%	60%	61.5%	63%
<b>DISLOCATED WORKERS</b>					
Entry into Unsubsidized Employment	Dislocated worker entered emp. Rate	78%	79%	80.5%	82%
6-Months Retention in Unsubsidized Employment	Dislocated worker follow-up employment rate and/or quarterly wage record information	91%	90%	91.5%	93%
6-Months Earnings Replacement in Unsubsidized Employment	Dislocated worker average weekly earnings at follow-up	98%	92%	93.5%	95%
Attainment of Educational or Occupational Skills Credential	Dislocated worker completed major level of education or attainment of employment enhancements	N/A	60%	61.5%	63%
<b>YOUTH AGED 19-21</b>					
Entry into Unsubsidized Employment	Youth age 19-21 entered emp. Rate	75%	70%	71.5%	73%
6-Months Retention in Unsubsidized Employment	Youth age 19-21 follow-up emp. Rate and/or quarterly wage record information	84%	80%	81.5%	83%
6-Months Earnings received in Unsubsidized Employment	Youth age 19-21 average weekly earnings at follow-up and/or quarterly wage record information	\$3,045.02	\$3,075.47	\$3,121.60	\$3,168.42
Attainment of Educational or Occupational Skills Credential	Youth age 19-21 completed major level of education or attainment of employment enhancements	N/A	50%	51.5%	53%
<b>YOUTH 14-18</b>					
Attainment of Basic, Work Readiness and/or Occupational Skills	Titles II-B and II-C Youth Attaining WDB Approved Youth Competencies	N/A	72%	73.5%	75%
Attainment of Secondary School Diplomas/Equivalents	Titles II-B and II-C Youth secondary school diploma/GED completion rate	73%	60%	61.5%	63%
Placement and Retention in Post-Secondary Education/Training, or Placement in Military, Employment, Apprenticeships	Title II-B and II-C Youth entered employment, military service, or apprenticeship program	59%	54%	55.5%	57%
PARTICIPANT CUSTOMER SATISFACTION		N/A	70%	73%	76%
EMPLOYER CUSTOMER SATISFACTION		N/A	70%	73%	76%
ADDITIONAL STATE-ESTABLISHED MEASURES	Not Applicable	N/A	N/A	N/A	N/A

The baseline figures on this chart were based on a simulation using data from the October 1, 1997 through September 30, 1998 as directed in TEGL 7-99 and 8-99, issued March 3, 2000.



05/25/00